GOVERNMENT OF RAJASTHAN



REPORT OF THE ADMINISTRATION ENQUIRY COMMITTEE 1956

PART I)

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PREFACE

The Sub-Committee appointed to deal with the issue of Personnel, Recruitment and Training had in all 27 sittings.

- 2. The terms of reference were wide in scope and were simply stated. Consequently, the absence of any detailed dealing with specific issues in the ensuing pages is the result of absence of data and information which would have been essential for expert treatment.
- 3. The Sub-Committee realised fully that in most parts of the State, the Patwari is charged with more work than he can possibly efficiently do. The number of Khatas in his circle and his multifarious duties total up to a magnitude as to render all expectation of efficiency merely wishful. It was felt, however, that the question of recruitment, training and workloads of Patwaris and Kanungos be best left to the Board of Revenue. The Sub-Committee wish, however, to record, that the issue be examined by the Board of Revenue without further loss of time.
- 4. Government have already passed orders on the set up of the Directorate of Town Planning. Pending introduction of the All India Programme of Town Planning by the Central Ministry of Works, Housing and Supply the Sub-Committee do not recommend any changes in the set up already sanctioned by Government.
- 5. The summary manner in which the issue of establishment of a Revenue Training School has been dealt with under the heading 'Training' should not be considered to mean that the Sub-Committee do not attach sufficient importance or urgency to the establishment of this institution. Only, the Sub-Committee has limited itself to a general recommendation. The financial implications have also not been taken into account. If the main Committee approve of the suggestion then further details may be worked out.
- 6. Similarly, the brevity of the recommendation under the chapter 'Secretariat' with regard to the review of the possibility of economy in or the need, of expansion of different departments should not detract from the absolute necessity of such a committee. The Committee should be free to inquire into any issue affecting administration and make any recommendations that they consider will go to strengthen administration and make it more efficient. The need of such a committee is easily understood when it is realised that administration is a technique with its own fundamental principles which require perpetual study and adjustment.

- 7. The Sub-Committee would also like to sound a note of caution with regard to the inescapable expansion of all sectors. The rate at which expansion is envisaged may imply that in certain departments the requisite number of officers fit for promotion may not be available and that promotions if made by the observance of mere seniority may result in the fact that senior administrative posts will be manned by inexperienced and unqualified hands. The Committee, therefore, strongly urge upon Government the establishment of Departmental Promotion Committees which should be presided over by a member from the Rajasthan Public Service Commission. These Committees would screen all cases of promotion within the department.
- 8. The Sub-Committee's recommendations are naturally somewhat broad with regard to the Local Self-Government. The issue mainly hinges upon the avoidance of duplication in the functions of different Local Bodies and subsidies to Panchayats. The Planning Department's Memorandum on the subject is appended to this report (Appendix I) and may be considered by the main committee along with the issue of the abolition of District Boards. We would also refer the main committee to the recommendations of an earlier committee appointed by Government to go into the issue of District Boards.
- 9. Government have already constituted Special Development and Co-ordination Committees in respect of every department (Appendix II). This Sub-Committee is of the opinion that with the expansion of the Finance Department as recommended by us and with adequate delegation of powers within the Finance Department, the aforesaid Co-ordination Committees can be most effectively utilised.
- 10. Lastly a word about the constitution of All India Services in sectors other than those of General Administration. The Sub-Committee is of the considered opinion that this Government should actively participate in and readily approve of all schemes for early constitution of All India Services in Technical Departments. The paucity of personnel in Rajasthan convinces us that Rajasthan has only to benefit by participation in such schemes.

CHAPTER I

The Tehsil

We feel that the tehsils are fully staffed now. The recent strengthening by provision of ministerial staff does not leave much to be desired in this direction. In fact in some of the smaller tehsils in Kotah and Udaipur divisions it can even be assumed that the present staff is not kept too busy.

Before going to the discussion of the Tehsildar and the Naib Tehsildar we would like to dispose of one point. In our deliberations with Divisional Commissioners it was suggested to us that wherever arrears of taccavi exceed 15 lakhs the temporary post of a Taccavi Clerk be created. We are chary of making such a generalised recommendation. In such cases first an effort should be made by adjustment within the district itself. If arrears are not cleared and continue to mount, the usual steps should be taken for the creation of the temporary post of a Taccavi Clerk.

We now come to the question of the senior supervisory staff at the Tehsil. We think that an impossible situation exists at tehsils where no Naib-Tehsildar is provided. The Tehsildar is expected to tour 120 days in his jurisdiction. When we add holidays to this number, we find that in case this touring is done then practically no transactions take place at the Tehsil Treasury for almost half the Also, this situation inevitably leads to inadequate supervision not only of the work of the Tehsil staff but also of the Girdawars and We, therefore, unhesitatingly recommend that every the Patwaris. Tehsil must have at least one Naib-Tehsildar under the Tehsildar. We have not overlooked the heavy burden this is likely to cast upon It is our simultaneous recommendation that there the exchequer. is no justification for the continuation of small tehsils. We are informed that the District Reorganisation Committee are recommending a Tehsils-Reorganisation whereby approximately 20 Tehsils will be reduced. The saving of expenditure on this reduction will not only meet the excess expenditure on providing a Naib Tehsildar in every Tehsil which does not have one now but leave over some amount to meet the needs of expansion of staff at the district headquarters.

The issue of Tehsil and National Extension Service has been dealt with at the appropriate place.

Training of Naib Tehsildars has been dealt with under Training.

Summary of Recommendations.

- Every Tehsil must have at least one Naib Tehsildar undr the Tehsildar.
- (ii) The aforesaid recommendation pre-supposes some sort of evenness and minima in Tehsil work loads. Therefore, the implementation of this recommendation may be directly linked with the implementation of the recommendations of the District Reorganisation Committee.

REFERENCE

Annexure I for details.

CHAPTER II

The Collectorate

We have carefully gone over the likely expansion in the responsibilities of the already heavily burdened District Officer. The universalisation of Extension Service is likely to cast fresh burdens on Collectors. We are of the view that the Collectors should continue as the District Development Officers and that Additional Collectors should be provided from 1st April, 1956 at the following places besides those which are already provided:—

- (1) Pali.
- (2) Bharatpur.
- (3) Bhilwara.
- (4) Nagaur.
- (5) Sikar.
- (6) Second Additional Collector at Jaipur.

We may mention that the need of a Second Additional Collector at Jaipur will remain even if the present district is ultimately reduced after the merger of Ajmer with Rajasthan.

यक्षप्रदेश

With regard to the staff at the different Collectorates we have carefully considered the recommendations of the committee appointed by Government last year to consider the revision of the strength of the ministerial staff in the offices of the Commissioners, Collectors, S.D.Os., and Tehsildars as a result of the 20% cut imposed by the Government in the originally sanctioned integrated set up.

This committee classified different districts into groups. The following categories were fixed and the various districts were placed as noted against each:—

- 1. Special— (1) Jaipur District.
- 2. 'A' Class—(1) Alwar.
 - (2) Bharatpur.

(3) Bhilwara.			
(4) Ganganagar.			
(5) Jodhpur.			
(6) Kota.			
(7) Sawai Madhop	ur; and		
(8) Udaipur.			
B (D) (1) (1) D''			
3. 'B' Class—(1) Bikaner.			
(2) Barmer.			
(3) Churu.			
(4) Jhunjhunu.			
(5) Jalore.			
(6) Nagaur. (7) Pali.			
(8) Sikar; and			
(9) Tonk.			
(b) 10mm	100		
4. 'C' Class—(1) Banswara.	64		
(2) Bundi.			
(3) Dungarpur.			
(4) Jaisalmer.	77		
(5) Jhalawar.			
(6) Chittor; and			
(7) Sirohi.			
The strengths of the different cate	gories we	ere fixe	ed as under:-
Strength: Jaipur I	District.		
Office Superintendent			1
Stenographers	••		2 .
District Revenue Accountant			1
Upper Division Clerks	• •		11
Lower Division Clerks	••	• •	35
		• • •	
			50
Classification in the offices of the C	collectors	Categ	ory 'A':
Office Superintendent			1 Special
Stenographer	• •		1 Opeciai
District Revenue Accountant			1
Clerk attached to District	Rever	nue	•
Accountant	-10161		1 U.D.C.

Departmental Accountant	Branch	(Acc	ounts	
Člerks)	• •	••	• •	2 U.D.C.
Record Keeper	••			1 U.D.C.
Record-clerk-cum-copyists	• •	• •		2 L.D.C.
Reader	••		• •	1 U.D.C.
Judicial Assistant			• •	1 U.D.C.
Assistants to the above	• •			2 L.D.C.
Revenue Assistants	• •	• •		1 U.D.C.
Assistants to the above	• •			2 L.D.C.
Miscellaneous Assistant	• •	• •	• •	1 U.D.C.
Assistants to above				2 L.D.C.
Establishment Assistant	• •			1 U.D.C.
Assistants to the above				2 L.D.C.
Typists	• •	• •	. • •	3 L.D.C.
Receipt and Despatch Cle	rks			2 L.D.C.
Leave reserve				1 L.D.C.
G(S)		3		_
		Se.		28
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Class 'A' districts are (1) Alwar, (2) Bharatpur, (3) Bhilwara, (4) Ganganagar, (5) Jodhpur, (6) Kota, (7) Sawai Madhopur and (8) Udaipur.

In the three districts viz., Ganganagar, Jodhpur, Udaipur the strength has been kept at 30. Two L.D.Cs. will be increased, one with Judicial Assistant and one under the strength of L.D.Cs.

Classification in the offices of Collectors Category 'B':-

Office Superintendent	•••	1
Stenographer		1
District Revenue Accountant		1
Departmental Accountant (Accou	ınts Clerk)	1 U.D.C.
Head Record Keeper		1 U.D.C.
Record Keeper-cum-copyists		2 L.D.C.
Reader		1 U.D.C.
Judicial Assistant		1 U.D.C.
Assistant to above		1 L.D.C.
Revenue Assistant:		1 U.D.C.
Assistant to above	••	1 L.D.C.
Miscellaneous Assistant		1 U.D.C.
Assistant to above		1 L.D.C.
Establishment Assistant		1 U.D.C.

	Typists	• •	2 L.D.C.
	Receipt and Despatch Clerks	• •	2 L.D.C.
	Leave reserve	• •	1 L.D.C.
			20
(4) (9)	The Class 'B' Districts are (1) Bikaner, (2) Jhunjhunu, (5) Jalore, (6) Nagaur, (7) P Tonk.	Barmer ali, (8)	, (3) Churu, Sikar, and
	Classification in the offices of Collectors un	der Cat	egory 'C':-
	Office Superintendent		1
	Stenographer	• •	1
	District Revenue Accountant		1
	Departmental Accountant (Accounts Clerk)		1 U.D.C.
	Revenue Assistant		1 U.D.C.
	Assistant to above		1 L.D.C.
	Head Record Keeper	• •	1 U.D.C.
	Record Clerk-cum-copyist		1 L.D.C.
	Reader		1 U.D.C.
	Judicial Assistant	• •	1 U.D.C.
	Assistant to above		1 L.D.C.
	Miscellaneous Assistant	• •	1 U.D.C.
	Establishment Assistant		1 U.D.C.
	Typists		2 L.D.C.
,	Receipt and Despatch Clerk		1 L.D.C.
	Leave reserve	••	1 L.D.C.
			<u>17</u>

Class 'C' districts are (1) Banswara, (2) Bundi, (3) Dungarpur, (4) Jaisalmer, (5) Jhalawar, (6) Chittor, and (7) Sirohi. For Jaisalmer there is no District Revenue Accountant.

We feel that the afore-mentioned strengths are complete except in respect of the following:-

(a) No special note has been taken of the burden cast by the Arms Administration in the districts. We feel that the post of Arms clerk in every district is essential. The absence of this post not only causes annoyance to the public but also weakens the Arms Administration and control. We recommend that the post should be manned by an U.D.C. in the Jaipur and 'A' and 'B' class districts. This would mean the posts of 18 U.D.Cs. In 'C' class districts the post may be manned by a L.D.C. We do not consider a post necessary in the Jaisalmer District. In the 'C' class districts 6 posts will have to be created.

The official who will be relieved by the creation of the post of the Arms clerk should very easily be able to take up the work of Form Keeping. We feel that Form Keeping has not received adequate attention so far and that inadequate supply and distribution of forms has caused and is causing a considerable amount of dislocation in work. We are of the opinion that a considerable amount of standardization that could have been easily achieved so far is absent because adequate supply of forms is not maintained and that when the supply is received in the district full utilisation is not effected. After the creation of the post of Arms clerk we would recommend that in every district a senior U.D.C. should be made responsible by all Collectors to collect all information in respect of the requirements of forms and place timely indents for the same with the Directorate of Printing and Stationery, so that the forms are made available to all sections before current stocks are exhausted.

The strengths fixed for the districts would show that a Miscellaneous Assistant (U.D.C.) has been provided in every district. This miscellaneous assistant corresponds to the post of Nazir that exists in other States. The oft repeated plea, therefore, that no Nazirs have been provided in the districts is based upon ignorance of facts. We have carefully considered the issue of Record Keeping and copying at the Collectorates. In our neighbouring States there exist the posts of Revenue Record Keeper, Criminal Record Keeper and a Head Copyist in every district. There is probably not enough justification in the whole-sale translation of this practice in Rajasthan in view of the fact that a major portion of these functions is carried out at Sub-divisional Headquarters. We feel that the existing practice of a Head Record Keeper with 2 L.D.Cs. under him who act as recordclerk-cum-copyists is satisfactory. We, however, feel that in districts of 'C' category there is need to increase the staff under the Head Record Keeper. This record clerk is expected to deal both with the Revenue and Criminal record and copying work. This is undesirable. We, therefore, suggest that in all 'C' class districts, except that of Jaisalmer the post of one L.D.C. may be added under the Head Record Keeper. Review of the copy applications received in each District, both of an ordinary and urgent character will enable the Collectors to utilise the posts of the Additional record clerk fully. Thus we recommend the creation of six posts of record-clerk-cum-copyist (L.D.C.) in all class 'C' districts, except Jaisalmer, from 1st April, 1956.

As the tempo of development mounts during the Second Plan period, the existing strength of typists in districts of special, A & B categories is likely to prove inadequate and we recommend that from 1st April, 1956, these 18 districts be given one extra typist (L.D.C.) This will be necessary because the formulation of district plans and the large number of statements that will be required for the periodic review of the progress of the District Plan is likely to cast an exceedingly heavy burden on typing section in the districts. We are not

recommending the post of an additional L.D.C. in 'C' class districts as we feel that the addition of a record clerk in each 'C' class district should enable the Collectors to distribute the over-all work in the Collectorate in a manner so as to obviate the creation of a further post.

Summary of Recommendations.

- (1) The creation of six more posts of Additional Collectors over and above the present number together with the necessary ministerial and class IV staff.
- (2) The creation of 24 posts of Arms Clerks. 18 of these will be manned by U.D.Cs. and 6 posts by L.D.Cs.
- (3) The creation of six posts of record-clerk-cum-copyist in all category 'C' districts except Jaisalmer.
- (4) The creation of 18 posts of (Development-Clerk)/Typists in district noted against the categories Special, 'A' and 'B'.

REFERENCE

Annexure II for details.

CHAPTER III

Commissionership

We do not consider any changes necessary in the existing set up. It was recommended to us that the post of the P.A. to Commissioner be upgraded so as to be manned by an R.A.S. Officer. We, however, see no justification for this step. In other States actually there is only a Head Assistant posted at the Commissionership. This Head Assistant is the counterpart of the Office Superintendent at the Commissionership in Rajasthan. Thus already there is a Personal Assistant in addition to the Office Superintendent.

We would like a detailed examination of the existing strength of the Commissioners' offices. At a later stage of this report we have recommended a permanent committee to periodically review the strengths of all offices. We suggest that this committee should make a study of this issue and suggest economies wherever necessary. This committee may also review the position in respect of all posts reduced and the ancillary staff that was sanctioned with these posts. We state this because when considering the programme of Consolidation of Holdings we understood that whereas the post of the Director of Land Records had been abolished, the other staff attached with that post still continues in office.

The final strengths of the offices of Commissioners, however, will depend upon the final set up that is approved by Government in respect of Local Self-Government work in the districts.

CHAPTER IV

National Extension Service.

We have given careful thought to the manner in which Extension Service will be nationalised by the end of the Second Plan period. Hitherto the practice has been to appoint the Tehsildar or the Sub-Divisional Officer, as the case may be, as the Block Development Officer. In every instance the Tehsildar or the Sub-Divisional Officer was provided with an Additional Tehsildar or an Extra Magistrate to divest him entirely of the routine functions connected with the post of the Tehsildar or the Sub-Divisional Officer. Although Bombay and Rajasthan are the only two States in India which, in different degrees, have adopted the practice of entrusting developmental programmes to officers who are also the administrative heads of their respective jurisdictions, we can say that the experiment has worked extremely well in Rajasthan so far. Despite the recommendation made by the Karve Committee we feel that nothing much can really be said against our present practice. We, however, have come to realise that the present practice cannot possibly continue in case the entire State is to be covered by Extension Service in the Second Plan period. We state this because for the posts of Block Development Officers selections have to be made which often have to overlook mere seniority in service. An administrative impasse is created everytime a young officer is appointed as Block Development Officer-cum-Tehsilder because an officer junior to him has to be found to be posted as Additional Tehsildar with him to discharge all the routine functions of the Tehsil.

We must begin the re-examination of the entire issue by appreciating that our present system has worked well so far but cannot possibly continue to be a success when the entire State is to be covered by Extension Service by 1961.

In the past, the greater part of public administration consisted of regulatory services, i.e. services in which departments were required to control the conduct of individuals and corporate bodies in accordance with the carefully enacted legal provisions. Today, however, the most important part of our public administration consists of service functions, i.e. those in which a service is provided, such as, Housing, Education, Medicine, Health and so forth. In these service functions, the official is less concerned to administer law than to promote energetic and far reaching projects based on local plans which he must himself create.

It is because the entire success of the extension programme in any block depends upon the kind of individuals posted as Block Development Officer that the Development authorities have been requesting Government to post specially selected Tehsildars and Sub-Divisional Officers to these posts. This was alright when the number of blocks was small. Even at the end of the First Plan, the number is not likely to be more than 46. To continue this policy

in respect of the 200 Blocks that we are ultimately to have as a permanent pattern of administration is quite a different thing.

Firstly, it will be administratively untenable to post a junior man as Tehsildar cum-B.D.O. when a senior person has of necessity to be posted as additional Tehsildar. This is bound to happen if a process of selectivity is ensured with regard to manning of the post of Block Development Officer. Similarly if the practice of making Sub-Divisional Officer as Block Development Officer in respect of the headquarters Tehsil is continued, ultimately either Government must accept the method of selections which will automatically be by posting junior officers as Sub-Divisional Officers and Senior Officers as Extra Magistrates or to give up the practice altogether.

The answer to the aforesaid issues lies in the answer to the question whether this kind of constructive work can be performed successfully by merely obedient officers who are indifferent to the social purposes involved or whether we require the positive, constructive problem-solving or Planning type of an individual who can ensure public participation. We feel so much dependence upon the personality of the Block Development Officer that a process of selection is inevitable when officers are selected for these posts. Having come to this conclusion, we must regretfully recommend the abandoning of the present practice of posting Tehsildars and Sub-Divisional Officers as Block Development Officers. As it is, we find that the Sub-Divisional Officer at the district headquarters has not always been able to divest himself of routine duties to concentrate upon Development Work alone.

We, therefore, recommend that altogether separate posts of B.D.Os. be created. These posts should, however, be manned by internal deputation from the existing cadres of tehsildars and the Extension officers in the sectors of Agriculture, Animal Husbandry, Co-operation, Industries and Social Education. Initially, for quite a few years, till we are well into the Second Plan period, the posts of B.D.Os. will largely be manned by officers borne on the R.T.S. cadre. Later increasingly larger number will be drawn from the aforesaid Extension Officers, depending upon the requisite length of service and suitability for the administrative post of the B.D.O. In every case the officer will retain his lien in his parent department.

Thus, as we see, very shortly we will have B.D.Os. solely responsible for development programmes without any concurrent responsibilities. There will be no bar to drawing officers from the R.A.S. or the I.A.S. cadres to fill the posts of B.D.Os. without creating any administrative anomalics. The number of officers that should be drawn from the cadres of Extension officers can be regulated every year by the Planning Department in consultation with the Appointments Department. All B.D.Os. except those drawn from the R.A.S. or I.A.S. cadres, will draw emoluments as at present drawn by B.D.Os. drawn from the R.T.S. cadre. Officers of the R.A.S, or I.A.S. cadres will draw their grade pay with special pay as at present.

We feel that this is the only way out of the present difficulty that is likely to become more and more acute as new blocks are opened.

We have stated elsewhere that the Collector will, of course, continue to be the District Development Officer. It will fall upon him and the Sub-Divisional Officer to ensure that complete co-ordination exists between the Block Development Officer and Extension Officers and all other district Officers. We have no hesitation in saying that it will not be difficult to ensure this co-operation. The Sub-Divisional Officer also will come into the picture in respect of the Development work more and more. It is being endeavoured to make the jurisdictions of a N.E.S. block coterminus with that of a Tehsil and it will not be difficult for the Planning Department to ensure that just as the Collector is the head of Development programme in the district, so also the Sub-Divisional Officer will be the head of the Development programme in his Sub-Division.

CHAPTER V

Technical Departments and Administration.

We have examined in detail the question whether we cannot successfully make greater use of the Heads of Departments with a view to obviate delays and to abandon the system of double record. All Secretaries to Government were examined by us on this issue. For the purposes of informed discussions the practices in other States were placed before the Secretaries who were examined. Punjab, in many departments, the Head of the Department is also ex-officio Secretary to Government in respect of his department. In Rombay, recently, heads of selected departments have been made exofficio Joint Secretaries to Government with detailed instructions with regard to distribution of work between them and the Secre-In other States, with regard to technical departments, a Divisional Engineer or his counterpart has often been seconded to the Secretariat in order to be able to give routine technical advice, so that frequent references of an ordinary nature may not be addressed to the heads of Departments.

We have categorically ruled out the last alternative as also the first. The second alternative was carefully examined by us. Although theoretically it may be a desirable experiment to appoint selected Heads of Departments on ex-officio posts at the Sccretariat, yet we felt that in Rajasthan for some time to come it will be advisable to continue the existing practice. We feel that the technical departments should be restricted to sending proposals for policy decisions and that they should not actively participate in policy making. We feel for some time to come the Secretariat in Rajasthan must retain the exclusive right of modifying the technically sound judgment in the light of non-technical considerations,

We must, however, simultaneously state that the many ministerial decisions in our society which is making over increasing use of scientific discoveries depend upon technical considerations and that the general administrator must see that from the point of view of stating his case, the expert is permitted to take his share in the formation of policy. All we re-emphasise is that let it be fully admitted that the administrative functions, that is to say, the shaping of policy and the general direction of administration, must be sharply differentiated from the execution of settled policy.

Yet of such vital significance to Social Welfare is the correct appreciation of technical considerations and of even greater importance the tendencies and implications of current scientific advances that we feel that the Heads of Technical Departments must always be more easily accessible to those in charge of formation of policy. From our aforesaid decisions, it logically follows that except in departments which are only semi-technical like Education, Co-operation et in the other departments which are of purely technical natura Heads of Departments, must be technical men. Also, that the offices of all Heads of Departments with developmental programmes was ' be shifted to Jaipur and situated very close to the Secretariat Build-The aforesaid recommendations would primarily involve the movement of three offices, viz. those of the Director of Education, the Conservator of Forests and the Director of Mines and Geology. number of times that these Heads of Departments are sent for at Jaipur leaves us no doubt whatever that the location of these offices outside Jaipur is not only conducive to delay and obstruction to progress but also entails wasteful expenditure. We have added this chapter at this stage because the consideration of technical departments that follows must be viewed in the correct perspective.

Summary of Recommendations.

- (1) Having accepted the principle that the Secretariat should exclusively retain the right of policy formation and general direction of administration, it follows that there is no justification whetever for general administrators to act as Heads of Technical Departments. It is, therefore, recommended that wherever such position exists, technical men be forthwith recruited. Each department has been dealt with at the appropriate stage.
- (2) Arising out of this chapter, we recommend that the officers of all Heads of Departments who are dealing with Development Programmes must be shifted to Jaipur. This would entail the movement of three offices viz. those of (1) The Director of Education, (2) The Director of Mines & Geology, (3) The Chief Conservator of Forests.
- (3) That the Chief Engineer, B. & R. be directed forthwith to prepare plans and estimates for the construction of a building very close to the Secretariat to house the offices of the Heads of Departments.

CHAPTER VI

Public Works Department.

[(a) Buildings and Roads.]

The present strength of the B. & R. Department comprises of 15 Executive Divisions and one Planning Division. We feel that this strength can adequately meet the work load in respect of the allocations of this Department. In the earlier stages of the Second Plan period, even the burden to be cast upon this Department by the large construction programme in other Development Sectors will not necessitate any addition to the existing strength in view of the fact that as a result of the revised phasing, the work load in the first two years of the Plan period will be appreciably less than that of the last year of the First Plan. We would, however, recommend a review of the strength of this Department on 1-4-58. This review would take into account any new developments that may take place during the next two years. We attach considerable importance to the periodic review of the strength of this department because the progress of programmes in many other departments depend to a large extent upon the progress according to schedule maintained by the Public Works Department.

We think it high time that we create the post of a Labour Liaison Officer in the Public Works Department. The Government of India have been insisting on applying the Labour Rules to the labour engaged by the Public Works Department. It is essential that for this work the post of a Labour Officer in the grade of 200-10-250-EB-15-400 be sanctioned. The necessary ministerial and Class IV strength should also be sanctioned with this post.

We understand that only 10 posts of stenographers for Executive Engineers have been created against the strength of 16 Executive Engineers. We recommend that the posts of the balance number of six stenographers be created from 1st April, 1956.

We have considered the demand by the Chief Engineer, Buildings and Roads, for one Additional Accounts Officer in the scale of 200-10-250-25-500. We are agreed that it is not possible for one Accounts Officer to discharge adequately the work at the headquarters and also to carry out inspection of accounts at the divisional level. The magnitude of the old arrears which have been pending for recovery for long and the large amounts of miscellaneous advances which are pending finalisation in the divisions obviously point to the great need of periodic technical inspections. We, therefore, recommend the creation of the post of one additional Accounts Officer from 1st April, 1956.

We are informed that the Planning Department have already taken up with the Government the matter of decentralisation of

Land Acquisition Work. We understand that the Planning Department's proposals suggest that the Public Works Department (Buildings and Roads and Irrigation Departments) should undertake proceedings in respect of their land acquisition works through their own We are convinced that this will obviate respective Secretaries. For the Buildings and Roads Department, however, we recommend that the post of a Land Acquisition Assistant (Naib-Tehsildar) be created in the office of every Superintending Engineer, This Assistant will undertake the entire work of preparing the schedules and of compilation and tabulation in respect of land One class IV servant should be attached with each to be acquired. Assistant and any other staff which may be temporarily engaged for measurements etc. should be work-charged. We recommend that the balance four posts should be sanctioned from 1st April, 1956. With the afore mentioned staff almost all the requirements of the department will be met. The City Circle, Jaipur, and the District Circle, Jaipur are not fully staffed. We are of the opinion that both Circles should have the full strength sanctioned according to the integrated set up. We understand that the Chief Engineer, Buildings and Roads, has taken the usual steps for restoring the strengths and that the file is under consideration of Government. We recommend the acceptance of the Chief Engineer's proposals.

Difficulty is likely to be experienced with regard to the recruitment of Overseers. The shortage, initially, will have to be met by recruitment partly from among the experienced Mistris and partly from outside sources. Here again, the proposal of the Planning Department for the delegation of powers to the Chief Engineers to re-employ Overseers till they attain the age of 60 and are otherwise suitable is recommended by us. The question of introducing a condensed 18 months' Overseer's course at the M.B.M. College, Jodhpur, should receive immediate attention of the Government. fully satisfied that during the Plan period additional requirements of Overseers will be received from quarters which have not been taken into account at present. The Social Welfare Department, the Development Blocks and the Local Bodies are likely to have an ever increasing need of Overseers. We would suggest that, if possible, the condensed course should be commenced from the next academic year and in the first instance be planned for the first three years of the Second Plan period. We think three years would give enough time to Plan for the permanent expansion of the Overseer's training programme.

REFERENCE.

Annexure III for details.

[(b) Irrigation]

We have no comments to offer in respect of the project staff required for different schemes under the Second Plan. There is likely to be no difficulty in recruitment except in respect of overseers. The recommendations offered earlier in connection with the Buildings and Roads programme apply to overseers for Irrigation also.

Irrigation Department have already taken up the question of an additional Chief Engineer with Government. We understand that the proposal is acceptable to Government. We would recommend consideration by the Irrigation Department of dividing the work of routine administration and construction of medium and minor works to one Chief Engineer and entrusting the work of Multipurpose projects and Rajasthan Canal to the other Chief Engineer. This would mean that at least in the earlier period of the Second Plan, work relating to the balance of Bhakra Project, Chambal and Rajasthan Canal will be dealt with by one Chief Engineer and work remaining will be dealt with by the Additional Chief Engineer. This proposal will also mean that the initial work in connection with the Rajasthan Canal will from the beginning be under the supervision of a Chief Engineer. Of course, when the work expands, we will have a separate Additional Chief for Rajasthan Canal itself. If this proposal is acceptable then to create full work-load for the Chief Engineer incharge of Multipurpose Projects, we would recommend that the work relating to Electric Power in connection with the Chambal Project be also placed under the Chief Engineer, Irrigation (Projects). This practice exists in Madhya Bharat where there is a Chief Engineer, Chambal, with a Superintending Engineer (Electricity) under him for work relating to Hydro Power. We are convinced that this will not only focus responsibility in one person but that this is the most desirable method of dealing with the work connected with Multipurpose Projects. The inclusion of Rana Pratap Sagar Dam in the Second Plan has added great weight to this proposal. Superintending Engineer, Electrical, will be responsible through the Chief Engineer, Projects, to the Chambal Control Board. such unhappy memories of our progress in the Power Sector of the Bhakra Project that we must obviate, if possible, recurrence of delays in work relating to the Chambal Project.

The aforesaid proposal of placing the Electricity portion of the Chambal Project also under the Chief Engineer Irrigation (Projects) will in no measure be affected even if State Electricity Boards are constituted. Conversely, even if the constitution of the State Electricity Board in respect of Rajasthan is postponed, the exclusion of Electric portion of Chambal will still leave a great deal of Development work to be done by the Chief Engineer, Electrical and Mechanical Department.

REFERENCE

Annexure IV for details

[(c) Power]

We have no comments to offer on the projects staff provided for in proposals for the Second Plan. We would reiterate here that the work relating to Hydro Power connected with the Chambal Project should be transferred to the Chief Engineer incharge of the Chambal Project as a whole.

CHAPTER VII

Agriculture and Animal Husbandry.

Agriculture touches the life of this State at a multitude of points. Despite all the emphasis that is being laid with regard to industrialisation, we must admit that, for a long time to come, the material happiness of the large bulk of our rural population will depend upon the farm wealth of the peasant. In Rajasthan farm wealth may be a misnomer; for, there is hardly any wealth attached to land. Yet the phrase adequately describes the gross assets of the farmer. These assets almost always comprise of two factors: one is the gross agricultural produce and the other is the cattle wealth. Nobody even in frivolity will deny that activity tending to make progress in Agriculture and Animal Husbandry is directly contingent upon specialised knowledge, training and experience which are not normally the possession of the non-specialised classes whose education has been 'general'.

Having in an earlier chapter clearly enunciated our views with regard to the overall scrutiny at the Secretariat level, we feel that not only the two sections i.e., Agriculture and Animal Husbandry should henceforth constitute separate departments but that both departments, being of a highly technical nature, should be headed by technical men. We have not been able to find a single point in favour of putting general administrators in charge of these departments. culture is technical in the sense in which any of the Engineering Departments are technical and must be very clearly differentiated from Department, like Co-operation, Education and Industries etc. It is, therefore, our lucid recommendation that Agriculture and Animal Husbandry should from 1st April, 1956 be made separate departments under technical heads. Our reason for having Animal Husbandry as a separate department is due to the magnitude of potential wealth that lies in our cattle. Another very important aspect of Animal Husbandry is the breeding of sheep for purposes of wool production. It is possible that during the Second Plan period, the Government of India will set up an All India Wool Laboratory for research in Rajasthan. Rajasthan will be selected for location of this laboratory automatically as approximately 80% of India's wool comes from this State. We feel that time has now come to put this department on a proper footing. The sheep breeding portion that is being dealt with in the Industries Department should henceforth be dealt with by the Animal Husbandry Department. Industries Department should concern itself only with the industrial treatment and marketing of wool. Actually this division has already been made by the Planning Commission for us. Special allotments under Animal Husbandry has been given for the improvement of sheep whereas the Industries allocation is separately made for the treatment and utilisation of wool derived from sheep.

We have nothing to add to the set up in the Agriculture Department as proposed in the Second Plan except that the Director

of Agriculture will henceforth be a technical man and will deal with only Agriculture.

The present section dealing with the Animal Husbandry in the office of the Director of Agriculture will be transferred under the new Director of Animal Husbandry to be appointed by the Government. The additional expenditure will lie primarily on the expansion of the section by providing a separate accounting organisation and general establishment section (—) which two functions are at the present discharged by the office of the Director of Agriculture.

REFERENCE

Annexure V.

CHAPTER VIII.

Medical.

There is no expansion desired outside that mentioned in the Plan proposed.

The enlarged activities are likely to cast a great burden upon the Director of Medical and Health Services. It is, therefore, necessary that, as far as possible, the Director should be divested of any actual discharge of specialists's functions. The activities are going to be of a magnitude so as to deserve the unalloyed and focussed attention of the Director who will, therefore, have to be a Medical Administrator. In case the wholesale implementation of this recommendation involves increase in the Specialists Cadre to fill the gap that will be created by the Director devoting himself entirely to Medical Administration, then we recommend that such an increase in the Specialists Cadre be forthwith made. On the other hand, in case the contribution of the Specialist is of such an order that it would be injudicious to take him away from his specialist field, then we recommend that the post of the Director be filled by one who can in fairness to himself and the Department, give his whole attention to Medical administration.

We do not anticipate any real shortage of doctors. However, we think it very desirable that in the early part of his career, the young doctor should spend at least two to three years in the rural areas. This should be made absolutely compulsory and should be vigorously enforced by the Director of Medical and Health Services. In case, during the progress of the Plan, it is felt that more and more doctors are taking to private practice, then in view of the ever expanding needs of personnel in the Medical Directorate, the possibility of introducing a condition that all recruits to the Medical College if called upon to serve the Government shall do so far at least a period of three years, should be considered.

We understand that the following training schemes are already receiving consideration by Government in the last year of the First Plan:—

- (1) The training of Tuberculosis Health Visitors.
- (2) The training of Auxiliary Health Workers.
- (3) The training of Sanitary Inspectors.

We consider the three schemes as essential adjuncts of our Second Medical and Health Plan and urge immediate sanction of these schemes.

With regard to Lady Doctors, apart from the rural allowance recently sanctioned, we consider provision of Government accommodation as essential in the rural areas. Here again, we would urge a detailed examination by the Director of Medical and Health Services of the reasons why Lady Doctors are apprehensive of serving in the rural areas. As far as it lies with Government to remedy the reasons, steps should be taken to see that all obstacles that create a psychological antipathy among Lady Doctors to serve in the rural areas are removed.

CHAPTER IX

Industries and Mines

We have nothing to add to the proposals made by the department with regard to the reorganisation of the Directorate of Industries.

An important issue needs to be resolved in Rajasthan with regard to the Industrial Cooperatives. Two kinds of practices obtain in different States:—

- (i) Certain States designate the Director of Industries as ex-Officio Additional Registrar of Cooperatives in the Industries Sector.
- (ii) In certain States, the department of Cooperation itself has a separate Dy. or Joint Registrar dealing exclusively with Industrial Cooperatives.

The issue, in simple terms, finally resolves itself into an issue of coordination between the technical aspects of the industries programme and the Cooperation administration through the Registrar.

We are of the opinion that at least to begin with in Rajasthan, the situation can be squarely met by seconding an officer from the Industries Directorate to act as Dy. Registrar (Industrial Cooperatives) in the office of the Registrar, Cooperative Societies. This would in reality mean that the Registrar, Cooperatives, will have readily

available to him an officer of the Industries Department to advise him on all aspects of a technical character regarding the Industries Programme while the usual Cooperative administration will continue even in respect of Industries Programme under the Registrar. There are hardly any Industrial Co-operatives at present and the situation can be reviewed again in the third year of the Second Plan and modifications carried out necessitated by changed circumstances.

Mines.—The Planning Commission were pleased to allot Rs. 5,00,000 for additional staff required to strengthen and reorganise this department for better regulation and control over the execution of the different schemes. We are convinced that the department should be strengthened by the provision of a Deputy Director (Technical) and other Mining Engineers and Surveyors. Detailed proposals in this regard have been submitted by the Director of Mines and Geology to the administrative departments at the Secretariat. We have nothing to add to the proposals of the Director. We are satisfied that any significant and permanent improvement in rural earnings can take place only if the surplus or under employed agricultural population is drained off in the non-agricultural sectors. To this end, we recommend the most vigorous survey and exploitation of our mineral resources.

CHAPTER X.

Education

The set up of the Directorate of Education in Rajasthan has to be examined keeping specially in view the magnitude of work which accrues on this department as a result of Primary Education being the immediate executive responsibility of the State. Despite the obligations that rest under the statute on the District Boards and Panchayats, we feel that it will be quite some time before the State can divest itself of the responsibility of being directly in charge of providing primary Education.

It was with this consciousness that, in the Second Plan proposals, the number of 3 Regional Deputy Directors has been sought to be raised to 5.

Even though these Deputy Directors may have their offices situated at Divisional Headquarters, we do not think it necessary that the breakup of work among the Deputy Directors should necessarily be circumscribed by Revenue Divisions. We state this because the work loads of Dy. Directors will depend directly upon the number of institutions that they are expected to inspect. We, therefore, feel that the 5 Regional Deputy Directors' Jurisdictions should be left to the Director of Education, to decide. At the office of the Directorate of Education, we feel it necessary to provide an Additional Director. This is considered essential in view of the enormous

amount of staff work that must fall on the department and also so as to provide enough senior personnel to advise Government in an informed manner on the ever changing educational policy. In case the Director of Education is an educationalist in the technical sense, the Additional Director should invariably be a general administrator. On the other hand, if the Director of Education is a general administrator, as well may be, then the Additional Director should invariably be an educationalist in the technical sense.

Apart from the 5 Regional Deputy Directors, there will be 2 Deputy Directors incharge of Social Education and Physical Education separately.

We have carefully considered the question of setting up a Directorate of Technical Education in Rajasthan and come to the conclusion that there is no immediate necessity to undertake this responsibility. As at present envisaged, we will be having a central polytechnic and a few junior polytechnics. We are of the opinion that, at least for the first 3 years of the Second Plan, the Principal of the Engineering College, Jodhpur can, in addition to his duties, very well function as Additional Director (Technical Education) in the existing Directorate of Education. The position can be reviewed in For some time to come, we should continue to draw upon the Central Ministry of Education for guidance in the matter of planning Technical Education. The Additional Director (Technical Education) should primarily apply himself to obviate at State level the possibility of duplication in the schemes of technical education that are being put forth by the departments of Industries, Labour, Social Welfare, Extension Service and the Education Department etc. In view of the fact that the Additional Director (Technical Education) will be performing the functions of the Additional Director in addition to his functions as Principal of the Engineering College, we recommend that an Assistant Director of Technical Education be provided to him.

The hierarchy of field staff in the Directorate of Education provides enough gradations without prescribing the functions in detail. The Deputy Director is assisted by an Assistant Director who has under him Inspectors, Dy. Inspectors and Sub-Dy. Inspectors. We have examined the functions of each gradation and feel that every district must have at least one District Inspector of Schools and that this Inspector must inspect every year all the High Schools in his jurisdiction. Each Inspector should have 2-3 Dy. Inspectors under him. The Dy. Inspector must inspect at least 40% of all the Middle Schools in his circle every year and also 25% of the Primary Schools every year in his jurisdiction, at least some of which should be chosen from those schools which have been inspected by the Sub-Deputy Inspector.

Each Regional Deputy Director will have approximately 5 Inspectors under him. Each Inspector will have approximately 2-3 Dy. Inspectors under him. We feel that the moment the fourth

Dy. Inspector is necessary in a district, the number of Inspectors in the districts should be raised to 2.

The Deputy Directors of Physical and Social Education will be functional posts in respect of the entire State.

The moment administrative decision is finally taken in concurrence with Finance Department to nationalise school text books, we feel it will be essential to have a separate post of Dy. Director (Text books)

We have also examined the position of the Inspectress of High Schools. We feel that there should be no bar to the inspection of Primary Schools by Sub-Deputy and Deputy Inspectors of either sex. The main function of the Inspectress of Schools is, therefore, timited to the inspection of High Schools for Girls. In view of the distant and diversifield location of High Schools for Girls, we feel that 15 High Schools be the approximate Mofussil load. This number can be raised when High Schools for Girls are concentrated in an area. However, we come to the conclusion that the moment the number of High Schools exceeds 22, the post of another Inspectress should be created.

We may here in passing also mention the immediate desirability of having an Educational Grants Board. It will be salutory to ensure that the aforesaid Board is a statutory institution rather than the creation of an executive order by Government. Such a Board can take upon itself the co-ordination of educational grants not only by the Educational Department but also under the Extension Service and the Social Welfare Department. In view of the fact that a special exclusive State College in envisaged where, if necessary, the University Education of such students of outstanding ability as cannot afford the same will be subsidized by Government, we feel that the administration of Education Grants must be put on a very sound footing. We recommend that the Education Department put up proposals in this respect as soon as possible.

We view with complete approval the project of an exclusive State College. Even though suitable premises may be available at less cost in places other than Jaipur, we recommend that the State College be situated at the headquarters of the Rajputana University. We consider this essential because the kind of functions that we expect this project to fulfill are different from the functions of an ordinary college or public school. Proximity to the University will not only ensure regulatory control but will also provide the necessary educational atmosphere so necessary for the kind of institution that we have in mind. We recommend that a site be demarcated for this College at the site where the Rajputana University is to be housed.

CHAPTER XI.

Social Welfare Department.

Outside the staff provided against the schemes in the Second Plan, we consider that only one post of Assistant Director will be necessary to assist the Director of Social Welfare at headquarters.

We have carefully considered the remarks of the Finance Secretary on the Second Plan proposals in respect of the Welfare of Backward Classes. We are of the view that the character of the present day functions of the department is such as at the end of the Second Plan period can definitely be merged with the permanent pattern of Extension Service. This means that these functions can be discharged by the permanent services at the end of the Second Plan period. However, the character of the functions of the Social Welfare Department is likely to be constantly altering so as in future to include the functions which are at present being discharged by Therefore, even if the present day functions philanthrophic bodies. of Social Welfare Department be merged with the permanent Extension Service administration, the Social Welfare Department will still remain. Social Welfare in future will not only restrict itself to the amelioration of selected castes and tribes but will tend more and more to assume functions in connection with the abolition of beggary, juvenile delinquency, trafficking in women, organisation of creches, As long as the State emphasises compassion for rescue homes etc. the weak and the redemption of the under privileged, the functions of Social Welfare Department will expand.

We should like to say nothing about the manning of the posts of Divisional Social Welfare Officers, except that they should be borne on the R.A.S. Cadre. We feel that selection of officers for these posts should primarily be based upon the aptitude of the officers concerned. For, as with the post of the Block Development Officer, we feel that the enthusiasm of the officer concerned mainly governs the success of the programme of Social Welfare.

REFERENCE

Annexure VI.

CHAPTER XII.

Public Health.

We feel that for the implementation of National Water Supply and Sanitation Programme effectively and expeditiously, a separate Public Health Engineering Organisation should be created at State level which shall be wholly responsible for planning and executing these programmes both in rural and urban areas.

All other States where Local Self Government units in urban areas have existed for a long time are seriously faced with the issue

whether the Municipal Engineering Services should not be provincialised. It is obvious that if a large number of such institutions exist then the provincialisation of the Municipal Engineering Services will constitute a formidable problem. In Rajasthan, however, such institutions are few in number and even where such institutions are discharging functions in varied fields, the Water Works and Health programmes are mainly being executed by the State on behalf of the Similarly, maintenance also is being provided by the Local Bodies. State Agencies in most cases. In Rajasthan, therefore, it is comparatively much simpler for us to ensure and organise a system wherein the Engineering and Service functions of Local Bodies, may be carried out by Engineers who should be on deputation from the Public Health Engineering Department. This is a matter for policy decision and in case this is agreed to, the terms of deputation etc. and pension contribution can be easily worked out.

With regard to the staff in the office of the Superintending Engineer, Health, we make the following recommendations:—

- (a) The strength of the office of the Superintending Engineer, Health, should immediately be raised to bring it to the same strength as sanctioned by the Integration Department for a circle office.
- (b) We recommend the appointment of an Accounts Officer for the office of the Superintending Engineer, Health. All water works are run on commercial basis and execution of schemes involves purchase of large quantities of materials. At present some of the Water Works are running at a loss and the accounts condition in some of the offices is chaotic.
- (c) We recommend the sanction of a post of Stock Verifier for the Public Health Circle. At present there are 3 regular stores at Jaipur, Jodhpur and Udaipur, in addition to the separate stores at each site of work. The number of sites of works is likely to go up a great deal as soon as Rajasthan's share of the National Water Supply and Sanitation programme is made known to us. We consider this post necessary for purposes of effective control on stores and stock.

REFERENCE

Annexure VII.

CHAPTER XIII.

Consolidation of Holdings.

It is to be appreciated that the consolidation of holdings is one of the main planks on which agricultural and land reform rests. In Rajasthan, the department has to be started anew and the meat of the organisational problem yet to be tackled. We have on the organisational side nothing to add to the staff proposals already drawn

up by the Planning Department in consultation with the Settlement Commissioner.

With regard to recruitment, we are of the view that to an exceedingly large measure the consolidation programme will have to be staffed by the employees of the Settlement Department. In case our recommendation with regard to the creation of a separate cadre of Block Development Officers is accepted, then we feel that the posts of Consolidation Officers should be manned by permanent Tehsildars and the requisite expansion on account of consolidation programme should take place in the cadre of the Rajasthan Tehsildars Service. We appreciate that the first year of the Second Plan will almost entirely be devoted to the training programme and organisational aspects.

The post of the Director of Consolidations, we recommend must be of the same status as Head of the Department Class I and should be a whole time post without any concurrent responsibility. In this regard we urge re-examination by Government of its decision to appoint the Director of Consolidation as ex-officio Director of Land Records also. The plea that this will provide for greater control over Patwaris is untenable as liaison can be ensured by the Board of Revenue in the same manner as at present done in the case of Settlement operations. We feel strongly that the work of consolidation should get on to a good start and towards this end we consider the next year's training programme as of utmost importance.

CHAPTER XIV.

Planning and Development Department.

The set up at present provides for a Director of Development with other field staff, under the Planning Commissioner who is also the Additional Chief Secretary incharge of Planning at the Secretariat.

The multiplication of the National Extension Service and Community Development Blocks every year and the fact of the National Extension Service Blocks becoming a permanent pattern of administration, will shortly render the work of Community Development alone of a vast magnitude. When to this work is added the work of planning and co-ordination of all development activities in the various Sectors, we feel that it will be too much to burden the head of this organisation with other direct administrative responsi-We are, therefore, of the opinion that the Departments of Agriculture, Irrigation, Animal Husbandry, Co-operation and Social Welfare be immediately transferred to another whole time Secretary to Government. The Planning Department under the Planning Commissioner will have the whole organisation of Community Deve-On the other hand, under the Planning Secretary, there will be the small Planning Secretariat in respect of Planning itself and for purposes of co-ordination of developmental activities.

Planning Secretariat will continue as administrative department for all Housing except Industrial, and Statistics. In view of the fact that the Public Relations allotment under the Second Plan is primarily in respect of publicity for the Second Plan Programmes, the Public Relations Directorate can also be transferred to the Planning Department. The Planning work is likely to be of an exceptionally expanding character in view of the fact that the Planning Commission have stated that the Second Five Year will be an integrated whole of a series of annual plans over the Five Year period.

The Second Five Year Plan has to be flexible for several reasons such as—

- (a) Uncertainty in internal resources, foreign exchange and supply of equipment;
 - (b) Changing conditions, both within and outside the State;
- (c) To take advantage of new information and experience; and
 - (d) To facilitate adaptation of technological development.

It is, therefore, desirable that while annual plans should be specific and would entail definite commitment, Plans for later years within a five year period should be in more general terms, so as to avoid undue rigidity in implementation.

The work of phasing of outlay and adaptation of procedures for annual Plans and the preparation of the District Plans will entail a great deal of effort. Over and above this, the work of preparation of the Plan Budget for the next year will always start in October. This will be essential in view of the procedure adopted by the Planning Commission for the annual State Plans.

According to this procedure, a schedule of work somewhat as follows will be adopted:—

- (i) At the end of September, each year, the State Government will formulate its proposals for the following year, including references to the principal schemes proposed to be undertaken with these proposals. The State Government would frame estimates of financial resources and review the progress expected during the current year and aimed at in the following years. Requirements of key materials and employment targets will form an integral part of this assessment.
- (ii) By the middle of December, the Central Ministries, after discussions with the State Government, will indicate Central assistance under different heads which may be taken into account by the State Government for framing its budget. Between October and December, the Central Ministries will hold discussions with the State Planning Department. A six monthly review of the progress of each year's Plan will be undertaken by the Planning Commission. Progress report for the first half of the year will have to be sent to the Planning

Commission by the end of December and for the Second period by the end of June.

From the above, it would appear that the preparation of a co-ordinated picture of the progress of the Plan periodically will determine, to a great extent, the favourable alterations of the State Plan by the Planning Commission. However, for the time being for all the aforementioned work, after the Additional Chief Secretary—Planning Commissioner has been relieved of the Administrative Departments attached to him at present, he will continue to be assisted, as at present by a Deputy Secretary and an Assistant Secretary. Thus the set up that we envisage in the Planning and Development Department will be as under:—

The Community Development organisation will be headed by the Planning Commissioner who will also be the Additional Chief Secretary in charge of Planning at the Secretariat level. field side, the Planning Commissioner will be assisted by the Director of Development with two or more Joint Directors as the case may On the Secretariat side, the Additional Chief Secretary will be assisted by, as at present, a Deputy Secretary and an Assistant Secretary. The strength of Joint Directors will be regulated by the phasing of Blocks. We have given careful thought to this problem and feel that it will be well night impossible for the Director of Development even to inspect a fraction of the Blocks every year.
The position is likely to become extremely acute shortly. When The position is likely to become extremely acute shortly. appointing Joint Directors it should be borne in mind that the officers selected should be senior enough to liase effectively with Collectors. Towards the later part of the Second Plan period the post of the Director of Development may have to be upgraded and designated as Joint Planning Commissioner in view of the vast network of Blocks that will be covering the entire State. At the Planning Secretariat, one Deputy Secretary assisted by an Assistant Secretary will be sufficient for work already mentioned in connection with Planning, Statistics, Public Relations, Low Income Group Housing, Co-ordination This will mean that, as against the present set up, the administrative departments of Irrigation, Social Welfare, Co-operation and Agriculture will have to be transferred to other Secretaries. appreciate that these departments as a whole are very close to our-Planning and Development, yet there is no reason to feel that coordination will in any way diminish by this contemplated transfer. This will immediately mean the creation of the post of one more Secretary to Government.

Government have earlier accepted the Planning Department proposal to set up an independent Evaluation Organisation in the State. This was done upon realisation that with increased investment on development, much more attention to the systematic assessment and evaluation of results from public expenditure is now called for. Systematic evaluation should, thus, become a normal administrative practice in all branches of public activity in Rajasthan. This Evaluation Organisation is to work through the Planning Department with an office of

its own. We understand that a whole time Assistant Secretary was proposed by the Planning Department to act as Secretary to the Evaluation Organisation. In place of the Assistant Secretary proposed by the Planning Department, we are of the opinion that a Research Officer be posted with the Planning Department. This Officer will not only conduct for the Planning Department a periodic survey of the lay out of the state budget for the Annual Plan bur also assist the Planning and Finance Departments in the matter of assessing the financial resources of the state. Thus the Research Officer will also act as Secretary to the Evaluation Organisation. We would recommend that for this post we should seek on deputation from the Economic Division of the Planning Commission, one of their Research Assistants.

REFERENCE Annexure VIII

CHAPTER XV Secretariat.

We feel that a very much more alert Secretariat will be required in case the targets set out by ourselves are to be achieved. Planning in different Sectors will require a considerable amount of original work involving detailed formulation of policy. Any delay cities in the detailed formulation of policy or in the issue of detailed instructions with regard to the settled policy are both likely to prove fatal to progress.

While the Sub-Committee were engaged in the discussion of the reorganisation of the Secretariat, advice was received from the Finance Secretary that in the absence of a detailed study of al. the different kinds of work that is dealt with in different sections, it will be unrealistic for the Sub-Committee to make any detailed recom-The Sub-Committee accepted this view but felt that the issue could not be indefinitely postponed pending the study and collection of data suggested by the Finance Secretary. Therefore, pending the detailed examination to be undertaken by the Methods and Organization Division, it was decided by the Sub-Committee in consultation with all Secretaries that, to begin with, budgetary provision, in a lump sum, should be made for raising the strength of staff at the Secretariat by approximately 10% on an ad hoc basis from 13t April, 1956. We are satisfied that at least for the first two years of the Second Plan period, this ad hoc increase will be adequate.

With regard to the distribution of personnel, we have the fellowing observations to make:

(i) The number of PUCs or Receipts and Issues, by themselves, can only provide a very rough and ready measure for allocation of staff. There may be departments where the number of Receipts is large and yet the number of officers required to deal with these routine Receipts is not required to be large. On the other hand, we feel that in a department like the Finance Department, elaborate noting by subordinate staff should be discouraged. Factual noting on technical aspects should be recorded by the subordinate personnel but financial scrutiny of proposals should take place principally at officer's level. Thus the detailed allocation of staff, will have to be made by the Appointments Department only after enough data has been collected by the Methods and Organisation Division on the lines suggested by the Finance Secretary.

(ii) With regard to the size of the sections, we feel that, as in the Government of India, the size of sections in Rajasthan Secretariat should be small and that each section should be headed by an Office Superintendent. The Office Superintendent should not merely be a Supervisor but should also note on files. We are aware that this recommendation is in contradiction of the existing orders. However, we are basing this recommendation of the Office Superintendent's noting on files, on our simultaneous suggestion of reducing the size of the sections. We are of the view that ordinarily a section should not have more than 5 Dealing Assistants. If this is accepted, it follows that the number of Office Superintendents will have to be considerably increased and that henceforth no Assistant Secretary will deal with less than two Office Superintendents under him.

(iii) We consider the single line command of certain departments with one Secretary, one Deputy Secretary and one Assistant Secretary as unsatisfactory. The issue revolves round the functions expected of the Assistant Secretary.

It should be remembered that the post of Assistant Secretary provides the first disposing stage at the Secretariat. Unlike the Government of India, an Office Superintendent in our Secretariat is not a disposing Officer. Thus the post of the Assistant Secretary assumes considerable importance if it is remembered that in order to relieve the Sccretary and the Deputy Secretary of routine papers, considerable delegation of powers will have to be made to the Assistant Secretary. We are satisfied that one of the principal steps of improving the work at the Secretariat is to envisage a situation where Junior I.A.S. and R.A.S. Officers will be available for posting Such postings will bring some fresh air into the at the Secretariat. Secretariat and provide adequate personnel at the first stage of examination of office files. Towards this end, we are recommending that from among the present Assistant Secretaries those considered suitable should be selected into the R.A.S. This should satisfactorily meet the apprehension of those who feel that the posting of Assistant Secretaries from among the R.A.S. cadre will encroach upon their closed preserve and render their chances of promotion slender.

With regard to the training of Assistant Secretaries, the training should ensure that the Assistant Secretary is fully equipped to see that the file going up to the Dy. Secretary and above has been adequately scrutinised from the financial angle, that at the first stage of examination the financial implications of any policy or proposal

have been taken into account and that all information likely to be required by the Finance Department is available on the file. We are aware that delays at the Secretariat occur primarily because the files sent to the Finance Department for examination or concurrence are often incomplete and even more often lacking in the kind of detail specially required by the Finance Department. We, therefore, recommend that during the Second Plan period two temporary posts of Assistant Secretaries be created for purposes of training in the Finance Department. We envisage a four month training attachment with the Finance Department. This will mean that approximately 30 Assistant Secretaries will be trained during the next five years in the Finance Department.

With regard to Dy. Secretaries, we feel that there is an immediate need of creating 3 more posts of Dy. Secretaries. Of these, we would recommend one for Finance Department and one for the Education and Medical Departments. The third post should be utilised only after the redistribution of business has been made at the Secretariat after the creation of one more post of Secretary to Government.

The justification for one more post of Scoretary to Government has been fully explained in the chapter dealing with the Planning and Development Department. We would here recommend that there is no need of adding one more post: the existing seven post of Secretaries should be fully utilised and the post of Additional Secretary, Appointments, should be declared an ex-cadre temporary post to continue against the present arrangement only and to revert to the regular post of Dy. Secretary after the tenure of the present incumbent.

Having recommended an additional post of Deputv Secretary for the Finance Department, we would like to say something about the distribution of work among the Deputy Secretaries (Finance). A very large number of committees are appointed by Government periodically over and above the Standing Committees. All these Committees have a representative of the Finance Department who is ordinarily expected to be of the status of Deputy Secretary to Government. The distribution of work among the three Deputy Secretaries should ensure an even distribution of departments with developmental programmes. Obviously, the Deputy Secretaries dealing with Rules and Separate Revenue Department will be given some relief but some sort of evenness would be essential as it becomes exceedingly difficult for one Deputy Secretary (Finance) to attend special meetings in respect of all departments with developmental programmes.

Reverting to the work at the Secretariat, we are clearly of the opinion that the work of some Secretariat Officers can be made much lighter if the tendency to hear appeals at the Secretariat level is vigorously checked. We specially have in view the Transport, Revenue and Relief and Rehabilitation Departments. We feel no

justification for this practice except when provided under law. Even in the latter case, we recommend an immediate re-examination of the situation by the Law Department to see that, as far as possible, the Board of Revenue or Commissioners are more and more utilised for appellate work and that the Secretariat is divested of this unnecessary distraction.

We also recommend that a Standing Committee may be apointed by Government to review as a routine measure the variations desired from time to time in the strengths of different departments in the light of changing circumstances.

REFERENCE

Annexure IX

CHAPTER XVI

Recruitment, Training etc.

Recruitment to R.A.S. and R.T.S.—We understand that Government have already taken a decision with regard to recruitment to R.A.S. on an ad hoc basis. We would like to urge that in case a separate cadre of Block Development Officers to be staffed by internal deputation is constituted, then provision must be made for promotion of a certain percentage of Block Development Officers to the R.A.S. We would also urge Government to examine the issue of special recruitment to the R.T.S. cadre because we are convinced that the programmes of Development, Consolidation of Holdings and Colonisation are likely to make great demands on this cadre for officers.

Training.—Technical training has been adequately provided for in the different developmental programmes. Government have also taken steps with regard to the continuation of the training arrangements of the direct recruits to the I.A.S. and the R.A.S. in Uttar Pradesh and Punjab. However, enough attention has not been paid to the training of officers selected for the R.T.S. and the R.A.S. Officers who will be recruited on an ad hoc basis. Also no proper schools exist for the training of Qanungos. We have deliberated over the matter and see no reason why a Revenue Training School, something on the lines of a Police Training College where officers from Sub-Inspectors upwards are trained, cannot be set up. would suggest detailed examination of this question by the Revenue Department. The School should be set up in the first year of the Second Plan period and should make arrangements for the training of Qanungos, Naib-Tehsildars and Special recruits to the R.A.S. The Revenue Department may also consider the desirability of attaching R.A.S. officers to this School for sometime after their return from the Training School in Uttar Pradesh.

While dealing with Training, we would urge clear orders by Government to the effect that for promotion to the post of Sub-Divisional Officers for the R.A.S. Officers a period of attachment with

the Settlement Commissioner or with the Director of Consolidation, as the case may be, should be made obligatory. We would also recommend that the syllabus of the School that we propose should in addition to the curriculum already proposed by the Appointments Department include the specialised training in Famine Relief Work.

Inspections.

We can do no better than quote from 'Kautilya Arthasastra' (221-296 B; C.):--

"While engaged in work, they shall be daily examined; for men are naturally fickle-minded, and like horses at work, exhibit constant change in their temper. Hence the agency and tools which they make use of, the place and time of the work they are engaged in, as well as the precise form of the work the outlay, and the results shall always be ascertained."

The heart of administration is the manner in which routine work is done in our offices. To this end, it is essential that the work of inspections at all levels is done with fastiduous regularity. We are not suggesting the creation of the post of Inspector of Government offices. We feel that gradually the Methods and Organisation Division at the Secretariat should assume this function. At the field level, however, the work of inspections must be insisted upon. Orders to this effect already exist. What is required is the effective execution of these orders.

Transfers.

Where the powers to order transfers have been delegated to more than one level in the official hierarchy, we would like clear orders by Government to the effect that the Officers at the higher level should not order transfer without prior consultation with the officer immediately in charge of the post on or from which transfer is proposed. With regard to the developmental programmes, it is essential that officers are not moved frequently from their posts without special reasons.

CHAPTER XVII

Broad Conclusions.

The success or failure of the Second Plan, like that of any programme, will depend ultimately on whether we can evoke devotion to duty, public spirit, integrity and competence from persons engaged in public administration. Our recommendations so far deal only with a narrow field in as much as they are principally restricted to creating the primary conditions so that the aforesaid virtues may flourish where they exist. In order to give of his best, we must ensure that as a permanent feature, no official is burdened with more responsibilities and functions than he can be reasonably expected to discharge without

detriment to health or efficiency. The other safeguard to keep in mind is that unnecessary posts are not permitted to be borne on public payrolls. We are satisfied that we are, fortunately, still far from the latter tendency.

With regard to district administration, we feel that our recommendations to a very large measure solve the problem for at least the period of the Second Plan. There may be individual districts where, for example, the post of an extra Naib-Tehsildar may be required to deal with the affairs of the Headquarters Town. This Committee could not have gone into such detail. We are of the opinion that the creation of such posts should be taken up as a routine matter by the Collectors through Commissioners with Government. We feel that the creation of the posts recommended by us should give relief in all directions and also improve efficiency. It is not for this Committee to suggest or take account of possible economy. However, we'do feel that in case the ridiculously small Tehsils are abolished and steps taken to make a Revenue Tehsil co-terminous with a National Extension Service Block, large economy will be effected and that even after implementing all our recommendations, the economy in district administration may even contribute funds towards strengthening of administration, at other levels. The final annexure gives in detail the financial implications of our recommendations. In a note it also brings out the picture as will emerge in case Tehsils are made co-ferminus with National Extension Service Blocks.

We are satisfied that the expenditure involved is almost negligible in relation to the issues involved. We are also satisfied that the increase suggested by us is inescapable and vital to the implementation of the Second Plan.

Our chapter on Secretariat organisation has of necessity to be a sketchy affair. Without adequate data and matter denoting Time and Motion studies, we feel that (as advised by the Finance Secretary also) we are not in a position to make detailed recommendations on the strength of different departments and sections. We have suggested a continued study of this problem. We, however, strongly urge that the posts of one more Secretary to Government and two Deputy Secretaries to Government should be immediately created, the post of a third Dy. Secretary being added from 1st April, 1956. We have provided for a 10% increase in the staff at the Secretariat from 1st April, 1956. This was agreed to by the Finance Secretary upon the recommendation of all Secretaries to Government. The strength of Assistant Secretaries and Superintendents will depend upon our recommendation to reduce the sections to manageable dimensions. It has to be remembered that in our set up as against the set up in the Government of India, the Office Superintendent is not a disposing This being the case, he can only ensure that the cases going up to the Assistant Secretary have received mature We feel that in case this deliberation. deliberation scrutiny is genuinely provided, the relief to the Assistant Secretaries will be material. We urge serious consideration by Government of the creation of a Local Government Service. Good Government is possible without Local Self Government. Democracy, however, is not possible without Local Self Government. This means that as years pass more and more functions should be passed on to the Municipalities and the Panchayats. The responsibilities of these organisations will be far reaching and ultimately the welfare of the community will largely depend upon the efficiency with which these responsibilities are discharged. It is obvious that standards among the different Local Bodies are uneven and that no constant effort is made by local authorities as a whole to secure the best persons for their services, and to make the best use of them. We are satisfied that in view of the burdens which Local Bodies should carry, this lack of a considered policy towards employees of Local Bodies, is short sighted and wasteful. We feel that there should be a cadre or different cadres of Local Government employees. These cadres will include Engineers, Public Health Officers, Medical practitioners and general administra-Local Government should be able to absorb the best products of our educational system at all levels with equal opportunities for every one to rise to the highest position. If the Service under Local Bodies is to attract the right type of entrant, its service conditions must be such as to make it worthwhile to those who have spent time and money on educational or professional qualifications; it must compete with other occupations such as Banking, Commerce and Industry; it must even challenge the administrative services. If a policy decision is taken to this effect, then a whole mass of detail, will have to be worked out. The issue assumes great significance if it is remembered that some day most of the welfare functions will be passed on to the Local Bodies.

B. S. Mehta, I.A.S., Chairman.

G. S. Mehta, I.A.S., Member.

S. L. Kakar, I.A.S., Member.

JAIPUR, M. Mukerji, I.A.S., Member.

February 29, 1956. B. N. Malhan, I.A.S., Member-Secretary.

ANNEXUREI

&.No. Name of the post	#2	Grade	1956-57	1957-58	1958-59	1959-60	1960-61	Total 1956-61
L Naib Tehsildar	:	100-5-150-10-200 (Pay) (D.A.)	1,200	1,260	1,320	1,380	1,320	6.480 1,770
		TOTAL OF ONE N.T.	1,560	1,620	1,680	1,740	1,650	8 250
		TOTAL COST OF 80 N.Ts.	1.24,800	1,29,600	1,34,400	1,39,200	1,32,060	6,60,000
2. LD.C	:	50.4.90.E.B -5-120 (Pay) (D.A.)	0000	648	696	744	726 275	3.414
		TOTAL COST OF ONE L.D.C.	840	588	936	1,044	1,001	4.709
		COST OF 80 L.D.Cs. @ ONE WITH EACH N.T.	67.200	71,040	74,890	88,520	80,080	3.76,720
3. Class IV Servants	:	25-1-30 (Pay) (D.A.)	300	312	324	336 180	319 165	165,1
		COST OF I CLASS IV SERVANT	480	493	304	516	787	2.476
		COST OF 160 CLASS IV SERVANTS (R) 2 WITH EACH N.T.	76,800	78,720	80,640	82,560	77,440	3,96,160
		GI AND TOTAL 1, 2 & 3	2,68,800	2,79,360	2,89,920	3.05,280	2.89,520	14,32,880

ANNEXURE II

3	LNo. Name of the post.	Grade	2	1956-57	1957-58	1958-39	1959-60	1960-61	Total 1956-61
4	Collector at average pay of Rs. 650'- p.m.	y of Rs. 650'- p.m. (Pay) (D.A.)	::	1,800	7,800	7,800	7,800	7,150	38,330
		Total.	:	8.280	8,280	8,280	8,280	7,590	40,710
	For 6 Additional (Odectors	! :	49,680	49,680	49,880	49,680	45,840	2,44,260
M	E. (4) 6 Stemographers for 5 years	120.8.160.10.220 (Pay) (D.A.) (Hard duty allowance)		1.440 360 180	1,586 360 180	1,632 380 180	1,728 360 180	1,673 330 165	8,000 1,770 885
		TOTAL FOR I STENO	ら き 項	1,980	2,076	2.172	2,288	2,167	10,663
		For 6 Stenos	101 101	11,580	12,456	13,032	13,608	13,002	826,928
	(#) L.D.Cs.	50-4-90-E.B5-120 (Pay) (D.A.) (H.O. Allowance)	 vwance)	999 940 940 960	648 240 80	696 240 60	44 8 8 8 8	726 273 58	3,414 1,295 295
		TOTAL (ii)	:	006	8#6	9066	1,104	1,056	5,004
		TOTAL FOR 6 L.D.Cs.	<u>;</u>	5,400	5,688	5,976	6,624	6,336	30,024
į	(iii) Class IV Servants	25-1-30 (Pay) (D.A.)	::	300	312	324	336 180	319	1,591
		Total (iii)	:	480	492	204	516	484	2,476
		TOTAL FOR 12 CLASS IV SERVANTS	VANTS	5,760	5,904	6,048	6,192	5.808	29,712

1,27,360 : 26,688	1.54.048	1,06,752	8,28,774	
25,740	31,372	22,528	1,24,586	
27,000	32,888	23,552	1.32,544	
26,020 5,312	31,332	21,248	1,27,316	
24.840	29,896	20,224	1,23,848	1
23,760 4,800	28,560	19,200	1,20,480	
;:	1			
75-5-120-E.B -8-160-10-180 50-4-90-E.B5-120	FOTAL	-op-	TOTAL A TO D	ज्ञयन <u>्</u>
C. Arms clerke 18 U.D.C. 6 L.D.C.s.		D. Development-Record Clerks 24 L.D.Cs		

ANNEXURE III

Buildings & Roads.

(A) Statement showing the Expenditure required for 6 posts of Stenographers - for one year and five years.

GRAND TOTAL 82,449/. (B) Statement showing the expenditure involved in connection with the one Accounts Officer in P.W.D., B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/. 500-25-700 7,728/. 2. Class IV Servant 1 29/. 25-1-30 348/. TOTAL Expenditure for One year 8,076/. TOTAL Expenditure for Five year 40,380/. GRAND TOTAL 43,680/.	
TOTAL Expenditure for One year 14,328/- TOTAL Expenditure for 5 years 71.646/- GRAND TOTAL 82,449/- (B) Statement showing the expenditure involved in connection with the one Accounts Officer in P.W.D., B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/- 500-25-700 7,728/- 2. Class IV Servant 1 29/- 25-1-36 348/- TOTAL Expenditure for One year 40,380/- GRAND TOTAL 43,680/- (C) Statement showing the expenditure involved in connection with the	2,160/- 10,800/- e post of
TOTAL Expenditure for 5 years 71.610/- GRAND TOTAL 82,449/- (B) Statement showing the expenditure involved in connection with the one Accounts Officer in P.W.D. B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/- 500-25-700 7,728/- 2. Class IV Servant 1 29/- 25-1-30 348/- TOTAL Expenditure for One year 40,380/- GRAND TOTAL 43,680/- (C) Statement showing the expenditure involved in connection with the	10,800/- e post of
GRAND TOTAL 82,449/. (B) Statement showing the expenditure involved in connection with the one Accounts Officer in P.W.D., B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/. 500-25-700 7,728/. 2. Class IV Servant 1 29/. 25-1-30 348/. TOTAL Expenditure for One year 8,076/. TOTAL Expenditure for Five year 40,380/. GRAND TOTAL 43,680/.	e post of
(B) Statement showing the expenditure involved in connection with the one Accounts Officer in P.W.D., B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/. 500-25-700 7,728/- 2. Class IV Servant 1 20/- 25-1-30 348/- TOTAL Expenditure for One year 8,076/- TOTAL Expenditure for Five year 40,380/- GRAND TOTAL 43,680/- (C) Statement showing the expenditure involved in connection with the	
one Accounts Officer in P.W.D., B. & R., for 1 year and 5 years. 1. Accounts Officer 1 644/- 500-25-700 7,728/- 2. Class IV Servant 1 29/- 25-1-30 348/- TOTAL Expenditure for One year 40,380/- GRAND TOTAL 43,680/- (C) Statement showing the expenditure involved in connection with the	
GRAND TOTAL . 43,680/- (C) Statement showing the expenditure involved in connection with the	180/-
2. Class IV Servant 1 29/- 25-1-30 348/- TOTAL Expenditure for One year 8,076/- TOTAL Expenditure for Five year 40,380/- GRAND TOTAL . 43,680/- (C) Statement showing the expenditure involved in connection with the	480/-
TOTAL Expenditure for Five year 40,380/- GRAND TOTAL 43,680/- (C) Statement showing the expenditure involved in connection with the	180/-
(C) Statement showing the expenditure involved in connection with th	3,300/-
(C) Statement showing the expenditure involved in connection with th	
Land Acquisition Assistants for One year and Five years.	e post of
1. Land Acquisition Assistants 4 120/- 100-5-150-10-200. 5,760/-	1,440/-
Total Expenditure for 4 for 5 years 36,000/-	
2. Class IV Servants 4 28/- 25-1-30 1,344/-	60/-
Total Expenditure for Five Years 7,020/-	
GRAND TOTAL FOR C 43,020/-	
GRAND TOTAL FOR A, B AND C 1,69,140/-	

ANNEXURE IV

Irrigation.

Actually as the work of Rajasthan Canal and Chambal progresses, we should be able to debit the cost of the Chief Engineer to these Projects. This would mean that, to begin with, the cost of the Chief Engineer would be debited equally to the three Projects of Bhakra, Chambal and Rajasthan Canal. As the work of Bhakra comes to an end and the work of Chambal and Rajasthan Canal amounts in tempo, the cost of the Chief Engineer will be debitable equally to the two Projects of Chambal and Rajasthan Canal. Since the amount will be debitable to capital expenditure on the Projects, there is no need to account for the post of the Additional Chief Engineer and ancillary staff outside the Plan.



ANNEXURE V

Animal Husbandry.

Director Animal Husbandry Average Emoluments for Plan period @1400/- per month.

A.	For 60 months.	84,000
B.	Office Superintendent, Pay and D.A., for 60 months.	11,780
C.	Accountant for 60 months.	11,780
D.	2 Accounts Clerks for 60 months	15,320
E.	4 U.D.C.'s for 60 months.	28/260
F.	7 L.D.C.'s for 60 months	35;028
G.	6 Class IV servants for 60 months.	14,856
	Grand Total A to G.	2,01,044



ANNEXURE VI

Social Welfare

A. Assistant Director Head Quarter.

Average empluments for Plan period

@400/- p.m.

	Cost for 60 months.	24,000
B.	1 L.D.C. for 60 months.	5,004
Ç.	2 Class IV servants Cost for 60 months.	4,952
		22.056
	Grand Total for A, B, C.	33,956



ANNEXURE VII

Public Health

- (1) Sanction of additional staff in the office of the Superintending Engineer, Health, to bring it to the standard of staff sanctioned by the Integration Department for Circle Office—2,85,000/- for five years.
- (2) The Accounts Officer has already been sanctioned and, therefore, need not be accounted for.
 - (3) Cost of Stock Verifier for five years U.D.C. with 10/- p.m. allowance and Class IV servants. Rs. 7070) Rs. 2476) 9,546

Total of (1) and (3) Rs. 2,94,546



ANNEXURE VIII

A. Evaluation Office.

	Boat worth Officer					
١.	Research Officer—					
	Average Emolumen	ts Rs. 600	Э.М.			
	Cost for 5 years					36,000
2.	One Steno-typist-					
2.	Pay			120-8-160-10-220	8,160/-	
	D.A				1,800/-	
	Cost for 5 years					9,960/-
3.	One L.D.C.—					, ,
a.	Pay			50-4-90-E.B5-120	3,480/-	
	D,A.	•••	• •	100-E-20-E4,131-9-120	1,500/-	
	Cost for 5 years	• •	• •			4, 980/-
4.	One Class IV Serva	nt—				
_	Pay			25-1-30	1,620/-	
	D.A	• •	• •		900/-	
	Cost for 5 years			-47-7-0		2,520/-
_			.57790	F2 24		-, 1
5.	Lump sum provision neous expenditure f			historia.		
	cluding T.A. etc.)	tor o year	s (m-			5,000/-
		• •	I July			5,000/-
	TOTAL COST OF 'A'	(l TO 5)	15-19			58,460/-
В.	Replacement of Devel	lanmental	Wehi.	11		
	cles in the Blocks an					
	torate in 5 years			all this		6,00,000/-
C.	Danlanament of Wah	ialon in all	40			
U.	Replacement of Vehi Development Sectors	rcies in all s in 5 vear	otner			4.00.000/
		es grecor	15	The state of		4,00,000/-
				GRAND TOTAL		10,58,460/-
			610	प्रमंभ ज्ञान		

ANNEXURE IX

Secretarist.

S.No.	Post	Pay	Special pay	Dearness allowance	House rent allowance.	C.A.
1. Superior Steno 3. Accou 4. Trans 5. Upper 6. Lower 7. Class 1	Superintendents Stenographers Accountants Translators Upper Division Clerks Lower Division Clerks Class IV servants	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$20 \times 20 = 400/$. $20 \times 68 = 1360/$. $15 \times 100 = 1500/$.	$35 \times 8 = 280/$ 30×20 $600/$ 30×3 $90/$ 30×8 $60/$ 30×68 $2040/$ 25×100 $2560/$ 15×100	1.20/- 300/- 45/- 30/- 30/- 1000/- 260/-	
EXTRACT: Pay Special F Special F Dearness House re C.A.	Pay Bay Special Pay Dearness Allowance House rent C.A. GRAND TOTAL	22,094/-×12 = 2,65,128/- 2,65,128/- 45,120/- 84,840/- 30,732/- 1,440/-	3.760×12 = $4.5,120$ /.	7070 × 12 = 84,840/-	2561×12 = 30,732/-	120/-×12 =1440/-
R. 10% B. C. B. C. B. E. B. C. B.	 Rs. 4.27,260/· represents 25% increase. 10% increase will mean 1,70,904/· for one year. A. For five years the cost will be B. One Seoretary to Government. Average em p.m. for 60 months. C. 3 Dy. Seoretaries for Plan period @ 1,100/· D. 9 Assistant Secretary @ 400 p.m. for 60 mc 	4.27,260/- represents 25% increase. increase will mean 1,70,904/- for one year. For five years the cost will be One Secretary to Government. Average emoluments for Plan period @ Rs. 1500-p.m. for 60 months 3 Dy. Secretaries for Plan period @ 1,100/- p.m. for 60 months. 9 Assistant Secretary @ 400 p.m. for 60 months.	for Plan period @ Rs. 1500- 60 months.	8,54,520/- 96,000/- 1,98,000/- 2,4,6,000/-		
	TOTAL A TO D	TOTAL Re.	:	13,58,520		

ANNEXURE X

Consolidated Picture, 1956-61

Annexure.

. ,	`	
I.	Naib-Tehsildars etc.	14,32,880
II.	Collectorate.	6,28,7/74
III.	B. & R.	1,69,140
IV.	Irrigation.	
V.	Agriculture & Animal Husbandry.	2,01,044
VI.	Social Welfare.	33,956
VII.	Public Health.	2,94,546
VIII.	Planning, Evaluation, Vehicles etc.	10,58,460
IX.	Secretariat.	13,58,520
	GRAND TOTAL.	51,77,320
Ir picture	case about 20 small Tehsils are abolished, the will emerge:—	following
1.	Likely economy by abolition of 20 Tehsils: average annual provision of Rs. 20,000 per Tehsil (Average Budget attached).	20,00,000
2.	Economy on Naib-Tehsildars. Against 80 recommended only 57 will be necessary.	
3.	Gross Economy (1+2)	4,11,953
4,	Likely expenditure on expanded Tehsils.	24,11,953
5.	Nett Economy (3-4).	3,00,000
6.	Nett Expenditure on G.A.D. 56-61.	21,11,953
		30,65,367

44
SPECIMEN BUDGET—AVERAGE SMALL TEHSIL

Tehsil-Talera-District-Bundi.

	Grade	Actual Pay	Provision 1956-57	Revised 1955-56
l. Pay of Officers	••			
2. Pay of Establishment—				
(a) Executive Tehsildar	175-10-245-10-275- 121-300	225/-	2,810/-	2,795/-
(b) Ministerial Staff—				
(i) Rev. Accountant. (Vacant)	100-5-150-10-200	100/-	1,255/-	600/-
(ii) U.D.Ca. (2)	75-5-120-8-160-10- 180	100/- 85/-	2,330/-	2,230/-
(iii) L.D.Cs. (6)	50-4-90-5-120	70/ 70/- 70/- 62/- 50/-	4 ,6 74 /·	3,834/-
(c) Class IV Servants (6)	30-1-35 (Jamadar-cum Daf- tri—1) 25-1-30 (Orderly—1) Peon—1 Chowkidar—1 Camel Sawar—1 Horse Sawar—1	35/ 27/- 25/- 25/- 25/- 25/-	963/-	1,674:-
 Allowance and Honorari DA			4,200/-	3,700/-
(ii) Security Allowance			120/-	120/
(iii) Camel & Horse Allowa	nee बिन्यमें नियन		480/-	240-
(iv) T.A			1,500/-	1,110/
Ton	FAL—(1, 2 AND 3)		19,332/-	16,188/
4. Other Charges—				
A Office Expenses—				
(i) Service Postage and Telegrams			300/-	300/
(ii) Hot and Cold Weather charges			10/-	10/
(iii) Stationery & Printing			500/-	500/
(iv) Books and Periodicals			50/-	25/
(v) Light and Water Charges			75/-	75/-
(vi) Liveries			100/-	100/-
(vii) Telephone Charges			300/-	300/
(vv) reichtone cuarges				

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SPECIMEN BUDGET—AVERAGE SMALL TEHSIL

Tehsil-Talera-District-Bundi.

					Provision 1956-57	Revised 1955-56
В.	Ot	her Expenses—				
	1.	Repair of furniture			20/-	20/-
	2,	Remittance charges			• •	
	3.	Repair to Kutcha buildings			500/-	500/-
	4.	Witness expenses			60/-	60/-
	5	Purchase of furniture			••	
	6.	Miscellaneous :			100/-	100/-
		Total		–	680/-	680/-
		GRAND TOTAL	٠. د	• • •	21,347/-	18,178/-



ECONOMY ON NAIB TEHSILDARS

S.N.	S.No. Name of the post.	÷.	Grade		1956-57	1957-58	1968-59	1959-60	1960-61	Total 1956-61
-i	 Naib Tehsildar 	:	100-5-150-10-200 (Pay) (D.A.)	::	1,200	1,260 360	1,320 368	1,880 360	1,320	6,480 1,776
			COST OF OME N.T.	:	1,560	1,620	1,680	1,740	1,650	8,250
			TOTAL COST OF 57 N.Ts.		88,920	92,340	95,760	99,180	94,050	4,70,250
જાં	L.D.C.	:	50-4-90-E.B5-120 (Pay) (D.A.)	प्राप्ति स्रापेत	600 240	648 240	696 240	744	726 275	3,414
			COST OF ONE L.D.C.		840	888	986	1,044	1,001	4,709
			TOTAL COST OF 57 L.D.Cs. @ 1 L.D.C. with each N.T.	(G)	47,880	50,616	53,352	59,508	57,057	2,68,413
က်	Cless IV Servants	:	26-1-30 (Pay) (D.A.)	::	300 180	312	324 180	336 180	319 165	1,591
			COST OF ONE CLASS IV SEBVANT.	A.N.T.	480	492	504	516	484	2,476
			COST OF 114 CLASS IV SERVANTS @ 2 FOR EACH N.T.	©SINT	54,720	56,088	57,456	58,824	55,176	2,82,264
			GRAND TOTAL 1, 2 & 3		1,91,520	1,99,044	2,06,568	2,17,512	2,06,283	10,20,927
				•						

APPENDIX I

Copy of Planning Department Memorandum on Local Self-Government submitted to Government on January, 6, 1956.

It is an admitted fact that local bodies of whatever character and status have little meaning unless elected representatives of the people have some actual resources to expend and manage. This is obvious because no kind of fostering of leadership and training in public administration can really take place unless Projects have been well conceived and adequately implemented.

Any Plan which does not actively take into consideration the ultimate fulfilment of their functions by Panchayats is a Plan which will be sadly lacking in material detail. Also, unless Government wish to keep on investing themselves with responsibilities whose magnitude, as years pass, is going to be of an order to make efficient administration an impossibility the Panchayats must be nourished and given full opportunity to fulfil the obligations laid upon them by the Statute.

The Planning Commission while fixing our ceilings directed that, as far as the Panchayats Sector was concerned, our programme at the moment should be restricted to the strengthening of field staff and the provision of training facilities for Panchayat officials. They have, however, inquired from the State Government that in case any portion of Land Revenue was being assigned or was proposed to be assigned to the Panchayats, the same may be indicated to the Government of India. Apart from the question of mere financial assistance that may be ultimately received on a matching basis from the Government of India, it is highly desirable that Rajasthan State Government take a policy decision on the matter of putting the Panchayats on a sound footing as far as financial resources are concerned.

The situation, as it exists today, brings the Statute into contempt because the obligatory functions that have been prescribed for the Panchayats can under no circumstances be discharged by them if only their present resources are taken into account. In fact, their present resources cannot even meet the expenditure on payment of wages to the skeleton staff that every Panchayat is of necessity obliged to maintain. There is no other method of putting the Panchayats on a sound footing except by assigning a portion of the Land Revenue in the jurisdiction of the Panchayats to the Panchayats.

This recommendation is not to be judged solely from what it costs the exchequer.

The point is that democracy cannot be realised as a human, social and political ideal, nor it can be made stable unless there is an active participation on the part of every citizen in the process of Government at the village level. Such participation will maintain not only a continuous school for education in politics and management of human affairs but will also maintain a democratic climate.

The true and proper conception of democracy must afford a valuable and indispensable road to Local Representative Institutions exercising responsibility for appropriate sectors of governance, social services and public welfare. This obviously means that Panchayats must be strengthened. The Panchayats must not merely be agencies of Government but should be institutions of genuine Local Self-Government. This will ensure a chain of democratic institutions from the village to the Capital, providing ample opportunities for exercise of responsibilities to the largest possible number of citizens. Also this is the surest means of maintaining the democratic climate and keeping the society democratically minded. This is also how people at large would develop political stability and political resilience, which is the surest foundation of democratic life.

It is easy to understand that the maintenance of credit of an institution like the Panchayat depends on the fruitful work it does and the services it provides. Any other course would make it liable to indifference on the part of citizens and even may make The success of Panchayats, therefore, it a subject of contempt. depends on the financial resources that the Panchayats can command. The chief difficulty is that there is no separate list of taxation drawn up for Panchayats under the Constitution. Hence the Panchayats depend on the good-will of the State Government. Also, there are other difficulties in the matter of functioning with independence and resource as far as taxation is concerned. It is thus clear that one of the main factors which will go to improve the working of Panchayats will be the provision of proper sources of taxation and provision of incentives to levy the taxation.

The assignment of a portion of land revenue will provide this necessary incentive. For the maximum of one anna in a rupee assigned out of land-revenue to the Panchayat the Panchayat will have to levy a matching taxation on its citizens. The fact that an amount equal to the tax levied will be forth-coming as a grant from Government will strengthen the hands of the elected representatives to go ahead with taxation. Also this will incidentally provide for the largest participation of all citizens in nation building work.

It can be argued from the financial angle that in the event of a portion of land-revenue being assigned to the Panchayat there should be a simultaneous transfer of funitions from the State Government to the Panchayats so that in the ultimate financial analysis no burden is cast on the exchequer. The kind of transferance of functions and the ultimate relationship between the local institutions and the pattern adopted by the State Government will have to be worked out in detail. For example, it may be dangerous to permit Basic schools to be opened by Panchayats or permit Panchayats to run modern medical dispensaries without qualified doctors. This, however, is a matter of detail. It must be admitted that to begin with the return on the land revenue transferred cannot be measured in financial terms only. If Panchayats are at times badly run, there

is no cause for depression, because though there may be mistakes, it is only by mistakes that the Panchayats will learn to be efficient bodies.

It is suggested that a policy decision be taken on this issue so that a clear lead may be given to the Panchayats.

APPENDIX II

GOVERNMENT OF RAJASTHAN

PLANNING & DEVELOPMENT DEPARTMENT, JAIPUR
No. F. 26 (4) F.D./55.

January 13, 1955.

From

The Additional Chief Sccretary, Government of Rajasthan.

To

All Secretaries to Government.

All Heads of Departments,

(Five Year Plan and Development Departments concerned).

Subject:—Formation of Planning and Development Co-ordination Committee.

In order to co-ordinate the activities of different Development Departments and to draw up and finalise plans for the Second Five Year Plan and to avoid inter departmental delays the Government are pleased to appoint a Planning and Development Co-ordination Committee consisting of the following personnel:—

- 1. The Additional Chief Secretary.
- 2. The Development Commissioner.
- 3. The Finance Secretary or in his absence the Deputy Secretary, Finance in-charge Planning and Development.
- 4. Secretary of the Department concerned.
- 5. Head of the Department concerned, and
- 6. The Deputy Secretary of the Planning and Development Department—Member and Secretary.
- 2. This committee will meet from month to month to review the progress of work done and issue necessary directions after getting such orders as may be required from the Minister concerned or the cabinet if necessary on matters of policy.
- 3. The agenda and the proposals will be sent to the Finance and Planning and Development Departments by the Department concerned or by the Planning and Development Department to the Finance and the department concerned one week in advance, so that these could be scrutinised. After a decision is taken in the Committee.

no reference will be necessary to the Finance or the Department concerned. The decision or the recommendation will be treated as having received the consent of the Finance and the Department concerned. In case sanction of the Minister concerned is necessary, the paper will be submitted to him by the Secretary concerned, and in case sanction of the cabinet is necessary, it will be submitted to the State Development Committee by the Additional Chief Secretary after it has been approved by the Minister concerned. The State Government Development Committee will also review the progress made every third month, and a note to that effect will be recorded for the information of the Cabinet.

- 4. The Planning and Development Co-ordination Committee will particularly deal with the following subjects as far as Planning and Development work is concerned:—
 - 1. Industries (Including Cottage Industries).
 - 2. Irrigation.
 - 3. Public Works (Roads & Buildings).
 - 4. Social Services—
 - (a) Education.
 - (b) Medical, Public Health (including water supply).
 - (c) Labour and
 - (d) Backward Class Welfare.
 - 5. Electricity.
 - 6. Agriculture and Rural Development.
 - 7. National Extension and Community Development Blocks.
 - 8. Co-operation.
 - 9. Forest.
- 5. The procedure will be that for each subject in addition to the representatives of the Planning and Development and Finance Departments the Secretary and Head of Department concerned will attend the meeting.
- 6. If from experience any other subject has to be added it will be done by the Planning and Development Department.

Sd/- B. MEHTA,

Additional Chief Secretary.

REPORT OF THE RAJASTEPAN ADMINISTRATION ENQUIRY COMMITTEE

PART I.

Introduction.

The Rajasthan Administration Enquiry Committee appointed two Sub-Committees. The first Sub-Committee was appointed under the Chairmanship of Shri B. Mehta, I.A.S., Additional Chief Secretary to the Government and was directed to examine and report on the entire issue of the expansion of the administrative machinery, etc. as a result of the increased work load in the different departments mainly as a result of the Second Five Year Plan for this State. This Sub-Committee comprised of the following members:—

- 1. Shri B. Mehta, I.A.S., Additional Chief Secretary to Government.

 Chairman.
- Shri G. S. Mehta, I.A.S., Settlement Commissioner.

3. Shri S. L. Kakar, I.A.S., Collector, Jaipur, Member.

4. Shri M. Mukerji, I.A.S., Additional Secretary,

Appointments Department. Member.

5. Shri V. D. Sharma, I.A.S., Director of Development.

Member.

Member.

6. Shri B. N. Malhan, I.A.S., Deputy Secretary (Planning).

Member-Secretary.

The Sub-Committee's report together with its appendices forms a part of this report. In view of the fact that the Sub-Committee scrutinised in considerable detail almost all estimates, the main Committee have, generally, restricted themselves to either the acceptance or the rejection of the recommendations. Where the latter has been done, which is not in many cases, reasons have been given. Wherever it was felt that any particular point needed greater emphasis this has been done. The final recommendations of the Committee are recorded briefly chapter-wise so as to summarise and suggest the action recommended to be taken by the Government. Obviously, recommendations have to be read in direct reference to the Sub-Committee's report.

The second Sub-Committee under the Chairmanship of Shri Ram Singh, I.A.S., was directed to examine the question of delegation of powers at all levels of the administrative set up of departments. The recommendations of the second Sub-Committee are under consideration and will form the subject matter of Part II of the report of this Committee.

The Committee wish to record its sincere appreciation of the trouble taken by Shri B. N. Malhan, I.A.S. in collecting the material required for the preparation of this Report.

CHAPTER I

Tehsils.

Summary of recommendations accepted.

- (1) Every Tehsil must have atleast one Naib-Tehsildar under the Tehsildar.
- (2) It is recognised that the main problem of work loads in the districts and tehsils is largely related to the reorganisation of the districts and tehsils and that work should, therefore, be completed as early as possible. We recommend that the implementation of the recommendation be linked up with the implementation of the recommendations of the District Reorganisation Committee which, we understand, is also exploring the possibilities of so reorganising the tehsils so as to make the jurisdiction of a N.E.S. Block co-terminus with that of the tehsil.

Financial details are contained in Annexure (I) of the Sub-Committee's Report.

CHAPTER II

Collectorates.

We fully endorse the actual increase in staff recommended by the Sub-Committee. We would further add that the increased staff be placed at the disposal of the Collectors who should be left free to redistribute the work among the staff as may be necessary. Our recommendations are as under:

- (1) The creation of six more posts of Additional Collectors over and above the present number together with the necessary ministerial and class IV staff.
- . (2) The creation of 24 posts of Development Clerks, 18 of which will be in the Grade of U.D.Cs. and 6 in the Grade of L.D.Cs.
- (3) The creation of 24 posts of L.D.Cs. in all districts except that of Jaisalmer.

The financial details are contained in Annexure (II) of the Sub-Committee's Report.

CHAPTER III

Commissionerships.

The recommendations made by the Sub-Committee are broadly acceptable to us.

Just as the Collector is to be ultimately responsible for the co-ordination and execution of developmental plans in every sector

in his District, so also we would like the Commissioner to remain in touch with all development programmes in the Division. The Commissioners are expected to exercise full supervision over all developmental activities in his Division.

CHAPTER IV

National Extension Service.

We accept the recommendations of the Sub-Committee which are summarised below:—

- (a) The Block Development Officer will in future not perform the functions of either the Tehsildar or the S.D.O.
- (b) The post of Block Development Officers will be filled by internal deputation from the R.A.S. and the R.T.S. cadres and from among the Extension Officers posted to N.E.S. Blocks. The proportion of internal deputation will be determined from time to time by the Planning Department in consultation with the Appointments Department and the Board of Revenue.
- (c) In order not to loose the advantage that was gained by posting the Administrative Head of the Tehsil as Block Development Officer, it is recommended that at the Sub-Divisional level, the Sub-Divisional Officer may be brought into the picture to ensure fullest co-operation and co-ordination between the extension and village workers and the permanent executive. Instructions in this regard should be issued by the Appointments Department in consultation with the Planning Department.

CHAPTER V

Technical Departments and Administration.

The recommendations of the Sub-Committee which are generally acceptable to us are as under:—

- (1) That the Secretariat should exclusively retain the right of policy formation and general direction of administration.
- (2) That the offices of the Director of Education and the Director of Mines and Geology be shifted to Jaipur.
- (3) That the Chief Engineer, B. & R., be directed forthwith to prepare plans and estimates for the construction of a building close to the Secretariat for Department Offices. The Chief Engineer, B. & R., may also submit proposals for additions and alterations to such existing Government buildings at Jaipur as could temporarily accommodate the Departmental offices to be moved to Jaipur.
- (4) The office of the Director of Ayurvedic Department has not been included in the list of the offices to be shifted to Jaipur. Upon the acceptance of the principle that offices of all Heads of Departments who have developmental programmes in the Second

Plan period should be moved to Jaipur it is obvious that the Directorate of Ayurveda may also be located at Jaipur.

We fully agree with the observation of the Sub-Committee that the location of developmental departments at Jaipur is most essential for expeditious implementation of the developmental programmes of these departments. We also agree that the frequency with which Heads of Departments with their staff have of necessity to be called to Jaipur not only involves avoidable expenditure but also is a strain on their time and energies. As regards the recommendation of the Sub-Committee that Heads of Technical Departments should not be entrusted with Secretarial duties we are of the view that this recommendation be accepted but only in the case of the P.W.D., Irrigation Department and Electrical and Mechanical Department, if necessity arises, a departure may be permitted. For the present we feel that such a necessity does not exist.

CHAPTER VI

PUBLIC WORKS DEPARTMENT

(a) Buildings and Roads.

We have carefully considered the recommendations of the Sub-Committee and wish to record the following observations:—

- (a) The post of a Labour Liaison Officer need not be created straight away and may await the actual application of Labour Laws in the Department.
- (b) The Sub-Committee recommended that for the next two years no addition to the existing strength of the P.W.D., is necessary. We feel that the construction of Mandies and Roads in the Bhakra areas has not been fully taken into account. This year itself we have provided 20 lacs for the construction of Mandies and 30 lacs for the construction of Roads for the areas receiving Bhakra Irrigation. The allocations in the next 3 years are likely to increase under these heads. We, therefore, recommend the immediate creation of a Division for the construction of Bhakra Roads and Mandies. The Executive Engineer incharge will also be in a position to fully liase with the Director of Town Planning through the Chief Engineer, B. & R., in respect of the Planning of the Bhakra Mandies.

The following recommendations of the Sub-Committee are acceptable to us:—

- (1) Executive Engineers who do not have Stenographers to assist them may be given one each. This will mean the creation of six additional posts of stenographers.
- (2) One additional post of Accounts Officer be created in the office of the Chief Engineer, B. & R.

- (3) Four additional posts of Land Acquisition Assistants from the Naib Tehsildars' cadre be created so as to provide every Superintending Engineer with one Land Acquisition Assistant. They may be provided with one peon each.
- (4) The strengths of the City Circle Jaipur and the District Circle Jaipur be raised to the full strength sanctioned according to the integrated set up.
- (5) That the power for re-employment of overseers till they attain the age of 60 and are otherwise suitable be delegated to all the 3 Chief Engineers.
- (6) That the condensed course for overseers at the M.B.M. College be commenced from the next academic year and in the first instance be planned for the first 3 years of the Second Plan period.

Financial details in Annexure: III of the Sub-Committee's report should be corrected in the light of recommendations now made by us.

(b) Irrigation.

We recommend the immediate creation of an additional post of Chief Engineer for the Irrigation Department. The distribution of work between the two officers may be left to the Administrative Department at the Secretariat to decide.

The Sub-Committee's recommendation to put the power portion of the Chambal Project under the Chief Engineer, Irrigation was made under circumstances which no longer exist. We do not consider any such change necessary now.

Financial details are contained in Annexure IV of the Sub-Committee's report.

(c) Power.

We have already suggested under Irrigation that we do not consider it necessary now to separate the power portion of the Chambal Project from the direct responsibilities of the Electrical and Mechanical Department.

We have examined the issue of the Rajasthan Power Projects Committee which does not find place in the Sub-Committee's Report. This Committee was set up to provide a high power organisation for the expeditious disposal of all issues pertaining to purchase of stores and the creation of posts etc., in the Electrical and Mechanical Department. We regret to note that the Committee failed to attain the objectives for which it was constituted. The fact that the proposals in respect of the Electrical and Mechanical Department have continued in the usual manner to be protracted in the Finance Department and the fact that very often the Committee have met

without taking final decisions either on the purchase of stores or on creation of posts, etc., leaves us in no doubt whatever that the Committee, far from discharging its responsibilities as originally envisaged is now only providing one more channel of delay.

We further notice that the financial allocations of the Electrical and Mechanical Department do not any longer justify the continuance of this Committee. Approximately three to three and a half crores will be allocated every year to this Department during the Second Five Year Plan period. Major portion of this allocation every year will be controlled by the autonomus Bhakra and Chambal Control Boards, leaving approximately one to one and a half erore every year to the Electrical and Mechanical Department for expenditure on thermal and other schemes. We see no reason why the administrative Department can not shoulder this responsibility as any other Department of Government. The constitution of the Special Development and Co-ordination Committee in respect of each Department further does away with the need of such a Committee as the Rajasthan Power Project Committee. Another reason for the abolition of the Rajasthan Power Project Committee is the enhanced powers likely to be delegated to all the Chief Engineers under our proposals on the subject of delegation of powers to the Heads of Departments. We, therefore, urge the immediate abolition of the Rajasthan Power Project Committee and are confident that pace of work is likely to be accelerated by this step.

CHAPTER VII

Agriculture and Animal Husbandry.

We fully endorse the recommendation of the Sub-Committee to reconstitute the Animal Husbandry and the Agriculture into two separate Departments and suggest that the following steps may be taken:—

- (1) Posting of Technical Heads for the Agriculture and Animal Husbandry Departments. In this recommendation we are fully supported by the report submitted by the Joint Indo-American Team recently appointed by the Government of India (Paras 344 to 346).
- (2) The staff proposed for the new Animal Husbandry Directorate may be sanctioned. It is understood that this staff will be on ad hoc basis and that the new Director of Animal Husbandry should be left free to submit detailed proposals on the permanent set up of the Directorate.
- (3) The sheep breeding portion of the Sheep and Wool Improvement schemes may be put under the Animal Husbandry Department and the Industries Department should concern itself only with the Industrial treatment and marketing of wool.

Financial details are contained in Annexure V of the Sub-Committee's Report.

CHAPTER VIII

Medical.

We accept the recommendations made by the Sub-Committee. These are summarised below:—

- (a) The Director of Medical and Health Services should be divested of any actual discharge of specialist's functions so as to give his entire attention to the Administration of the Directorate.
- (b) Orders may be passed by the Government to the effect that an Officer of the C.A.S. Class II should be made to spend atleast 3 years in the rural areas after he has had atleast two years experience in a District or Divisional Hospital.
- (c) The Director of Medical and Health Services should submit a detailed note to Government explaining the reasons why Lady-Doctors do not come forward to serve in rural areas and suggesting measures which are likely to remove difficulties that create a psychological dislike among them to serve in the rural areas.

CHAPTER IX

Industries and Mines.

We endorse the recommendations of the Sub-Committee. Among these priority may be given to the one recommending that—

The Industrial Co-operatives should be managed by the Registrar, Co-operative Societies, who should have under him a Deputy Registrar, (Industrial Co-operatives) seconded from the Industries Department. In this connection the following extract from the report of the All India Co-operative Planning Committee (Saraiya) will bear repetition:—

"At present, administrative control over these indusexercised. in most provinces, partly by the Department of Co-operation. This arrangement suffers the common defects of dual control i.e., from full attention for fear of trespassing on the other department's field, unco-ordinated treatment of interrelated problems, weakening of responsibility, and departmental jealousy and friction. There is little to recommend the continuance of this arrangement and we strongly suggest that it should be discontinued".

"The Co-operative Department possesses the necessary qualifications for undertaking this responsibility; it has rural background; it has long experience of working in rural areas; it is the only department which is well-versed in the principles and practices of co-operative technique. It is much in the best position to study the potentiality of rural industries and to organise them either on co-operative or individual lines. We, therefore, recommend that the Co-operative Department should be placed incharge of fostering the growth of these industries".

CHAPTER X

Education.

The recommendations made by the Sub-Committee are fully acceptable to us and provide an excellent examination of the desirable work loads of officials at different levels in the field.

We recommend that the Education Department may be directed to proceed with the drafting of the Bill for the constitution of an Educational Grants Board.

The State College has already been ordered to be located at Jaipur.

CHAPTER XI

Social Welfare Department.

Here again the recommendations of the Sub-Committee are accepted by us. The recommendations can be summarised as under:—

- (1) The post of one Assistant Director, with necessary class IV staff be created at the headquarters to assist the Director, Social Welfare.
- (2) The post of Divisional Social Welfare Officers need not be borne on the R.A.S. cadre but should be filled by R.A.S. Officers through internal deputation provided officers with the requisite aptitude are available.

For financial details annexure VI of the report of the Sub-Committee holds good.

CHAPTER XII

Public Health.

We accept the recommendation of the Sub-Committee that a separate Public Health Engineering organisation should be created at State level which shall be wholly responsible for planning and executing the schemes under National Water Supply and sanitation programme. This means that the Superintending Engineer, Health, should be whole time post without any concurrent responsibility of the Building and Roads programme. He need not be an independent Head of the Department. The other recommendations which are acceptable to us are summarised as under:—

- (a) The strength of the office of the Superintending Engineer, Health, should be immediately raised to bring it to the same strength as sanctioned by the Integration Department for a circle office.
- (b) The post of an Accounts Officer for the office of the Superintending Engineer, Health, should immediately be sanctioned.

(c) The post of a stock verifier for the office of the Superintending Engineer, Health, should immediately be sanctioned.

Financial details are contained in annexure VII of the Sub-Committee's report. The post of the Superintending Engineer has been added under the Chapter dealing with Buildings and Roads.

CHAPTER XIII

Consolidation of Holdings.

The recommendations of the Sub-Committee are acceptable to us and are summarised as under:—

- (1) The posts of Consolidation Officers should be manned by permanent Tehsildars. The requisite expansion on account of the consolidation programme should be made in the cadre of the Rajasthan Tehsildars Service.
- (2) The post of the Director of Consolidation should be of the same status as the post of the Settlement Commissioner and should be a whole time post without any concurrent responsibility.

In view of the great emphasis laid upon agricultural production in the Second Plan period we should like to observe that the consolidation programme assumes an even greater urgency.

CHAPTER XIV

Planning and Development Department.

The recommendations of the Sub-Committee which are acceptable to us are summarised as under:

- (1) The Additional Chief Secretary-cum-Development Commissioner should be divested of the Administrative Departments of Agriculture, Co-operation, Irrigation, Social Welfare and Animal Husbandry. One more post of Secretary to Government should be created and these Departments transferred to him. The Deputy Secretary and Assistant Secretary dealing with these Departments at present will continue to do so under the new Secretary.
- (2) In order to provide an adequate work load and have a composite group of subjects allied to Agriculture, it is recommended that the Forest Department be transferred from the Revenue Secretary to the new Secretary who will be dealing with Agriculture, Irrigation Departments etc. The entire Secretariat work of Sheep and Wool Programme except that relating to industrial treatment and marketing of wool will also be dealt with by the new Secretary.
- (3) We accept the recommendation of the Sub-Committee that for adequate inspections of N. E. S. Blocks the posts of Joint Director should be periodically added and that these be regulated by the phasing of new blocks. We are of the view that a Joint Director will

not be able to supervise the work of more than 50 blocks. In October 1956, we are to have 69 N.E.S. and C.D. blocks. We recommend that a Joint Director's post be created from October 1956 for effective supervision of the blocks.

(4) We accept the recommendation that in place of the Assistant Secretary proposed for the Secretariat of the Evaluation Organisation, a Research Officer be posted with the Planning Department. This Officer will, apart from functioning as Secretary to the Evaluation Organisation will assist the Planning and Finance Departments in the matter of assessing the financial resources of the State for the preparation of Annual Plans. We further accept the recommendation that for this post we should seek on deputation from the economic division of the Planning Commission one of their Research Assistant.

Financial details are contained in annexure VIII of the Sub-Committee's report.

CHAPTER XV

Secretariat.

We broadly accept the recommendations of the Sub-Committee. Wherever we have considered it necessary we have recorded observations denoting minor departures from the recommendation of the Sub-Committee. These recommendations can be submitted as under:—

- (1) The size of the section at the Secretariat should be manageable. The Office Superintendent should not merely be a superviser but should also note on files. It is recommended that ordinarily a section should not have more than 5 dealing assistants. The moment this number is exceeded a senior assistant should be posted with the Office Superintendent and should act like Assistant Office Superintendent. The moment the number of dealing assistants rises to 8 the possibility of splitting the section in two independent sections should immediately be explored.
- (2) We accept in principle that a single line command of one Secretary, one Deputy Secretary and one Assistant Secretary should gradually be done away with.
- (3) The posts of Assistant Secretaries be increasingly filled by R.A.S. Officers.
- (4) Two temporary posts of Assistant Secretaries be created for the Second Plan period for purposes of training in the Finance Department. The training is proposed to last for four months and it is expected that approximately 30 Assistant Secretaries will be trained during the Second Plan period. Detailed proposals on training should be put up by the Finance Department. If necessary, the Training and Leave Reserve in the Assistant Secretaries cadre could be utilised for these posts.

- (5) The actual increase in the strength of Assistant Secretaries, Office Superintendents, Senior Assistants, U.D.Cs. and Lower Division Clerks should be worked out by the Ujwal Committee in the light of policy decisoins enunciated above. It should be ensured that the additional staff proposed should definitely be in position on 1st July, 1956.
- (6) The immediate creation of the post of a Secretary to Government is recommended. This Secretary will deal with the subjects described in detail under the chapter dealing with the Planning and Development Department. In case further changes in the allocation of business at the Secretariat are considered necessary in view of the recommendations made under the Chapter dealing with the Planning and Development Department, the proposal should be put up by the Appointments Department.
- (7) The Sub-Committee recommended the creation of 3 posts of Deputy Secretaries. One of these is earmarked for the Education and Health Departments. The second was recommended for the expenditure section of the Finance Department. The Finance Secretary is of the view that over and above the two Deputy Secretaries dealing with expenditure sections and the Additional Secretary dealing with Audit and Accounts a further post of Deputy Secretary is not necessary. We have, accordingly, agreed with the Finance Secretary. One more post of Deputy Secretary should be created only after changes in the existing allocation of business at the Secretariat have been finalised and position reviewed in December, 1956.
- (8) We would like to say something on the re-allocation of business. We are of the opinion that the Relief and Rehabilitation Department should be taken away from the Industries Secretary and attached with the Revenue Department. Similarly, Forests should be taken away from the Revenue Department and attached with new post of Secretary recommended by us. The Director, Relief and Rehabilitation should be appointed ex-officio Deputy Secretary Relief and Rehabilitation. This will mean that whereas the Revenue Department will be lighter by Forest work only the work load at the Secretary level will increase in the Revenue Department.
- (9) We entirely agree with the view of the Sub-Committee that the tendency to hear appeals at the Secretariat level should be vigorously checked. The position should be immediately examined in the Transport, Revenue and Relief and Rehabilitation Departments. There is no justification for this practice except when provided under law. Even in the latter case we recommend the immediate examination of the situation by the Law Department to see that as far as possible the Members of the Board of Revenue or Divisional Commissioners are more and more utilised for appellate work and that the Secretariat is divested of this unnecessary distraction.
- (10) We recommend the constitution of a Standing Committee which should as a matter of routine periodically review the variations

desired from time to time in the strengths of different departments in the light of changing circumstances. The personnel of this Standing Committee should be recommended by the Ujwal Committee.

Financial details are contained in Annexure IX of the Sub-Committee's report.

CHAPTER XVI

Recruitment, Training etc.

Here again the recommendations of the Sub-Committee are fully acceptable to us and can be summarised as under:—

(a) Recruitment to R.A.S. and R.T.S.

We understand that rules for special recruitment to the R.A.S. have already been finalised. We only wish to state that the assessment of requirements should be carefully checked up in the light of our recommendations in the different chapters and the expanding programme of development. We would urge immediate examination of the issue of special recruitment to the R.A.S. cadre. Also for long no fresh blood has flown into the R.T.S. Cadre. The strain on this service is likely to be excessive in view of our recommendations on the issue of the post of Block Development Officers and the Consolidation Officers. If the bottleneck of administrative personnel is to be avoided, it is essential that the special recruits to the R.T.S. should also be in position by the end of the current financial year.

(b) Training.

We accept the recommendation of the Sub-Committee for the establishment of an all purpose revenue training school where the training of special recruits to the R.A.S. and the R.T.S. will be conducted and also permanent arrangements made for the training of officers from the Kanungos upwards to the direct recruits to the R.A.S. The proposals for the revenue training school should be put up to the Government in detail by the Chairman, Board of Revenue, and it should be ensured that the school begins to function by the time special recruitment to the R.A.S. is completed. The proposal in respect of a settlement or consolidation attachment being necessary before promotion to the post of S.D.O. for R.A.S. Officers is accepted by us and Appointments Department should issue clear instructions to this effect. We also accept the proposal to include training in Block Development and Famine Relief work as a part of the regular curriculum of the training school.

The Sub-Committee's recommendations with regard to Inspections and Transfers are also acceptable to us. The Appointments Department should issue instructions accordingly.

CHAPTER XVII

Broad conclusions of the Sub-Committee.

We endorse the conclusions arrived at by the Sub-Committee. The views expressed by the Sub-Committee on the issue of Local Self Government Service are broadly acceptable to us. We, however, feel that in the first instance a start should be made with the deputation of Public Health Engineers to Local Bodies. We recommend that detailed proposals in this regard may be put up by the Planning and Public Works Departments in consultation with the Appointments Department.

Certain points are considered important by this Committee. To begin with we would like to re-emphasise certain points brought out in the preface to the report submitted by the Sub Committee. These are as under:—

- (1) The Sub-Committee's recommendations with regard to the establishment of departmental promotion Committee presided over by a Member of the Rajasthan Public Service Commission is acceptable to us. The Appointments Department should put up proposals accordingly. We are firmly of the view that this is the only way in which irregularities which are likely to occur due to sudden expansion of departments can be avoided.
- (2) We broadly accept the recommendation made on the issue of subsidies to Panchayats. We would, however, urge re-examination in the Local Self Government Department of the issue of the abolition of District Boards.
- (3) We accept, in principle, the view that as and when consulted Rajasthan Government should support the constitution of all India Services in respect of technical subjects and should also readily participate in the same as and when such services are constituted.
- (4) We would like much greater use to be made of the Special Development and Co-ordination Committee set up in respect of every Department with developmental programmes. We feel that these Committees can achieve the most desirable objective of expeditious disposal of policy files. We see no reason why, when the controversial proposals have been sent a week in advance of the Committee meeting, the Committee should ever rise without taking a firm decision in the matter. It is possible that in certain instances the representative of Finance Department may not find himself in a position to agree with the other members present. In such cases the Administrative Secretary should immediately continue discussions with the Finance Secretary to arrive at an early decision. The case to the Ministers concerned or to the Cabinet should go up only in the case of continued disagreement on vital issues of policy.

We notice that very often High Power Committees fail to function in the manner expected of them because of disagreement of the representative of the Finance Department or because of the

inability of the Finance Department representative at his own level to agree to any given proposals. What happens in such cases is that the file in the usual manner is examined by the Finance Department and has to await discussion till the next meeting of the High Power Committee. By its nature of being a High Power Committee it is obvious that the Committee cannot meet very frequently. This results in delays and as stated by us in the case of the Rajasthan Power Projects Committee, such Committees by themselves become additional channels of delay. We would clearly recommend that such High Power Committees should be constituted only in very exceptional circumstances. This should reduce the number of such Committees to a great extent. If this is done then it should be possible for the Finance Secretary himself to attend these High Power Committees instead of sending a representative who finds himself unable to commit the Finance Department to any proposal. The presence of the Finance Secretary will ensure that every High Power Committee will be able to come to final decisions on any proposals that may be before them.

CHAPTER XVIII

General.

Before concluding we would like to mention certain points which have not been conversed by the Sub-Committee but which we consider important for the smooth running of Administration. These are briefly stated below:—

- (1) Directives have already been issued in respect of the primacy of Collectors. All that is needed now is to further emphasise that the Collector is the final coordinating agency of all developmental works in his District. For this it is essential that Government should directly charge the Collector with coordinating responsibility in his District and having done so to issue instructions so that he can efficiently play the role assigned to him. Appendix I of this report contains the instructions that this Committee considers appropriate in this direction.
- (2) We have carefully considered the issue of temporary appointments by Administrative Sccretaries or Heads of Departments. With chanced power it is possible that Secretaries/Heads of Departments may be given further powers in the matter. We would like to sound a note of caution in this respect. We regret to point out that in many cases these powers are abused and that references to the Public Service Commission are considerably delayed. We even feel inclined to recommend the complete withdrawal of these powers for some time but this might be too drastic a measure to adopt. We would, however, urge that very serious notice should be taken by Government of all instances where these powers are not exercised in the public interests and timely references are not made to the

Public Service Commission: thereby resulting in the continuance of ad hoc appointments.

B. N. Malhan. Secretary. Kishen Puri B. Mehta.: Shyam Lal Kanta Prasad G. S. Purohit Chairman.
Member.
Member.
Member.
Member.

APPENDIX I

GOVERNMENT OF RAJASTHAN APPOINTMENTS DEPARTMENT

From:-

Shri Kishen Puri, I.A.S., Chief Secretary to Government.

To:-

All Departments of Government.

The Additional Chief Secretary/Planning Commissioner.

All Divisional Commissioners.

All Heads of Departments.

All District Officers.

Subject.—Redefinition of the duties and functions of District Officers.

With the increasing expansion of the activities of Government in all spheres, and particularly of development and welfare activities, it has become necessary to redefine the duties and responsibilities of the District Officer. By virtue of his influence as Magistrate and Collector, he is best equipped to enlist the active support of the people in the successful implementation of any major programme of development, such as those under the Five Year Plan, and he can effectively coordinate the development and welfare activities of different departments. Government have, therefore, decided that all development and welfare duties should be entrusted to the District Officer, and that his responsibilities in this regard should be clearly defined.

2. The District Officer's control over development and welfare activities in the district will generally conform to the pattern of District Magistrate's control over the police. The organisational and technical control of the police, upto the District level, is exercised by the Superintendent of Police, and above the district level by the Deputy Inspector General of Police, and then by the Inspector General of Police. However, subject to certain restrictions, the general functional control over the Superintendent of Police is that of the District Magistrate and, in the exercise of the control the District Magistrate is guided by the Divisional Commissioner and by the

Government and not by the Police. Similarly, while the organisational and professional or technical control over Development Officers of District rank will be that of the departmental superiors, the functional control in non-technical matters will be exercised, within certain limits, by the District Officer. He will not be burdened with routine duties, establishment and technical matters of which he might have little knowledge. He will only be responsible for ensuring:-

- (a) that the development and welfare schemes are such as would meet the needs of the people;
- (b) that the time tables for various schemes are adhered to, and targets reached in time;
 - (c) that there is no corruption;
- (d) that there is proper coordination, and difficulties in the execution of schemes are removed; and
 - (e) that wherever necessary, people's cooperation is assured.
- 3. The District Heads of all Development and Welfare departments should remain in close touch with the District Officer, and seek his guidance and assistance; and on his part, he should take a keen interest in their work and help them in every way. The District Officer's guidance should, however, be confined to the administrative fields and in technical matters the views of the technical officers should prevail, and supervision must come from their own technical superiors. All Heads of Departments should play an active role in the successful implementation of these arrangements and in inculcating in their subordinates the right attitude towards the District officer. The anxiety for safeguarding departmental rights and privileges or prestige should give place to an anxiety for furthering the objects of Government as a whole and for speedy progress of work.
- The extent of the District Officers' control over the Development Officers is defined in the succeeding paragraphs. In these paragraphs the term "DEVELOPMENT OFFICER" means an officer of District rank, serving in a district under the control of Government in any of the following Departments and having to deal with Development and welfare schemes in the district:-
 - (a) Development
- (b) Education
- (c) Electricity

(d) Gram Panchayat (e) Health and Medical (f) Irrigation (g) Local Self Govt. (h) Public Health

Engi..cering

(i) Paulic Works

(j) Social Welfare: (k) Revenue

- 5. The District Officer will have the following powers of administrative and disciplinary control over the development officers.—
- (i) A Development Officer, while sending his tour programme to the Head of Department or Divisional Officer, as the case may be, for approval, will forward a copy so as to reach the District Officer at least 10 days in advance. The District Officer will suggest changes in the tour programme, or instruct the Development Officer to perform

a particular tour for a particular purpose. Such instructions as the District Officer may issue, regarding changes in the tour programme should be reported by him to the Head of Department or Divisional Officer concerned. If a Development Officer has to proceed on tour at short notice in connection with urgent work, he will report his intention to the District Officer. The District Officer, for reasons to be recorded by him, may require the Development Officer to remain at head quarters.

(ii) If a Development Officer proceeds on casual leave to be availed of outside his jurisdiction, prior intimation should be sent to the District Officer. The District Officer may, for reasons to be recorded in writing, require the Development Officer not to avail of or curtail the period of casual leave.

A Development Officer's application for regular leave will be forwarded through the District Officer, who shall record his views for the information of the authority competent to sanction the leave.

- (iii) The District Officer may move the Head of Department for the transfer of an officer of that Department working in the District including a Development Officer, either within the district or away from the district. If the Head of Department concerned does not wish to accept the recommendation of the District Officer, he will state his reasons, and obtain orders of the Government. The District Officer will also have the power to require a Development Officer to transfer within the district, a subordinate officer, but before the issue of such an instruction the district officer will consult the Development Officer.
- (iv) The District Officer will have the power to call for periodical progress reports from the Development Officers in his district, to make observations on them, and to issue such instructions as he may consider necessary. He will, however, confine his observations to administrative matters, and will send copies of his instructions to the Divisional Officer or Head of Department, as the case may be. If the Divisional Officer or Head of the Department has anything to say in regard to the instructions, he will write to the District Officer, and thereafter the matter should be settled by mutual consultation, or if necessary referred to Government for orders.
- (v) The District Officer in charge of a district on the last day of a calendar year shall convey to the Divisional Officer or Head of the Department, as the case may be, a confidential report in a narrative form, on the work of the Development Officer posted in his district during the year, for a period exceeding 3 months. If the District Officer himself takes charge of a district during the end of a year, he shall obtain the views of predecessor in office and incorporate them in his reports. The reports from the District Officer shall be added to the Confidential report on Development Officers, in the prescribed form sent by Divisional Officer or Heads of Departments to Government.
- 6. Where the jurisdiction of a Development Officer of district rank extends to over more than one district, the District Officers of

all the Districts covered by the jurisdiction of the Development Officer will exercise the powers mentioned in sub-paragraphs (iv) and (v) of paragraph 5. The other powers will be exercised with the following modifications:—

- (i) A Development Officer of District rank whose jurisdiction extends over more than one district will send copies of his tour programmes to all the District Officers in his jurisdiction and also the Commissioner of the Division. If a particular District Officer desires any change in the tour programme of the Development Officer, he will move the Commissioner of the Division, who will issue necessary directions and also inform the Head of Department or Divisional Officer concerned.
- (ii) When casual leave is availed of outside the jurisdiction of a Development Officer, prior intimation should be sent to all District Officers and any of them may move the Divisional Commissioner recommending refusal or curtailment of such leave. The Divisional Officer or Head of Department shall refuse or curtail casual leave according to the direction of the Divisional Commissioner.
- (iii) If the Head of Department is satisfied that the opinion of any District Officer regarding the transfer of a Development Officer is not supported by the other District Officer he shall inform the former and the matter shall be dropped unless the District Officer insists, in which case the views of the Divisional Commissioner shall be obtained by the Head of Department and the matter shall be referred to Government if there is difference of opinion between the Head of Department and Divisional Commissioner.
- 7. The District Officer is already responsible for the maintenance of law and order and the collection of revenue. Now that all Development and welfare duties are also being entrusted to the District Officer, it is necessary to ensure that the burden does not become too heavy for one man to carry. Government are taking steps to relieve the District Officer of part of his burden by posting an Additional Collector in most districts to assist the District Officer. Also, the Government are examining the question of clearly defining the duties of the Additional Collector, so that he may be fully utilised for relieving the burden of the District Officer. Orders on these points will be issued separately in due course.

KISHEN PURI, Chief Secretary to Government.

ORDER IN COUNCIL.

The Planning and Development Department memo No. F. 26 (285)/P & D/55, dated the 30th October. 1956, together with the report of the Rajasthan Administration Enquiry Committee regarding the expansion and improvement of the administrative machinery of the Government at all levels in view of the developmental activities is considered and approved with the following modifications:—

Chapter I.

Although, the implementation of the recommendations of the Committee with regard to the creation of the posts of Naib-Tehsildars may be linked up with the re-organisation of Districts, in certain Tehsils which are not likely to undergo much change as a result of the re-organisation of Tehsils, and where the need for Naib-Tehsildars is justified, such posts may be created even before the scheme regarding re-organisation of Tehsils is implemented.

The Board of Revenue may be asked to examine without further loss of time the question of recruitment, training and work load of Patwaries and Quanugoes as well as Class IV servants in the Tehsils.

Chapter IV.

The posts of the Block Development Officers should be filled up on the basis of 25% from the R.A.S. and I.A.S., 50% from the Rajasthan Tehsildars Service and 25% from amongst Extension Officers posted to N.E.S. Blocks.

Chapter V.

Before any decision can be taken with regard to shifting the offices of the Heads of Developmental Departments to Jaipur, the question as to what will be the extra expenditure involved for providing buildings for such departments at Jaipur may be examined. The Heads of the Departments for the time being should not be entrusted with the Secretarial duties. The Secretaries of the Administrative Departments may, however, be asked to critically examine how far the scrutiny of the proposals of the Heads of Departments at levels lower than the Deputy Secretaries can be cut down.

Chapter VI.

It is not necessary to create the posts of Land Acquisition Assistants.

The proposals for the re-employment of overseers till they attain the age of 60 years and are otherwise suitable may be delegated to the three Chief Engineers only, but they should be asked to re-employ only such persons whose general reputation is good with regard to integrity.

There should be a combind recruitment of Assistant Engineers and Overseers for the Public Works (B & R) and Irrigation Departments. The distribution of the candidates selected between these two Departments should be made by joint consultation between the Administrative Departments.

While selecting another Chief Engineer for the Irrigation Department, it should be ensured that he possesses sufficient experience of bund irrigation. The two Chief Engineers in the Irrigation Department should be independent Heads of Departments—one dealing with the construction and maintenance of multipurpose irrigation schemes and such projects as are specially named by Government, and the other dealing with the minor and medium irrigation schemes. The detailed proposals should be submitted to the Cabinet.

Chapter VIII.

The Director of Medical & Health Services may continue to do surgery at the Sawai Man Singh Hospital at Jaipur only and at no other place. Class I Surgeons below the age of 45 years may not be allowed to cross the efficiency bar unless they have served for 3 years in hospitals in the rural areas for which the posts of Class I Surgeons have been sanctioned. This will, however, not apply to the teaching staff in the Medical College, Jaipur. Those Class II Surgeons who have reached the age of superannuation but are still willing to serve in the rural areas, may be re-employed, if they are physically fit, up to the age of 58 years, provided younger doctors are not available.

The proposals regarding grant of rural allowance to lady doctors and nurses should be examined within a period of 15 days and brought before the Cabinet.

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Chapter IX.

Before any decision is taken, the practice prevailing in other States like Saurashtra, Bombay and U.P. may be ascertained. The Planning Department may also ascertain from other States like Bombay, Bengal and Madras the pattern of Industries Department in those States.

Action should be taken immediately to have survey of the Mines and Geological resources made and report submitted to the Government. If necessary some expert may be engaged for this purpose from within or outside India.

Chapter X.

The posts of Deputy Director of Technical Education and Deputy Director of Basic Education should also be provided in the Education Department. The Girls Schools should not be inspected by Male Inspectors and Deputy Inspectors.

The existing practice of Girls Schools being inspected by Lady Officers only should continue.

It is not necessary to create a Statutory Educational Grants Board. The present system of sanctioning grants-in-aid according to the rules of the Department may continue.

The Planning Section in the Directorate of Education will continue but the Statistics side of this Section should be strengthened.

Chapter XI.

The present incumbents on the posts of the Divisional Social Welfare Officers may continue subject to approval by P.S.C. In future only suitable R.A.S. Officers, will be appointed.

Chapter XIII.

The Director of Consolidation should be a senior officer but it is not necessary that he should be of the same status as Settlement Commissioner.

Chapter XIV.

The designation of the Planning Commissioner should be changed to the Development Commissioner. The Director of Development should be re-designated as "Deputy Development Commissioner (Senior)" with a special pay of Rs. 150/- p.m. and the Joint Director of Development should be re-designated as "Deputy Development Commissioner (Junior)" with a special pay of Rs. 100/- p.m. each. The Deputy Development Commissioner (Sr.) will be Ex-officio Dy. Secretary to Government.

The Social Welfare Department and the Public Relations Department in the Secretariat should remain with the Additional Chief Secretary.

Chapter XV.

The decisions taken by the Government on the recommendations of Ujwal Committee cover almost all the points included in the report of this Committee. The only other change necessary is that the Director of Relief & Rehabilitation may work as ex-officio Dy. Secretary to the Government.

Chapter XVI.

Emergency recruitment to the Rajasthan Tehsildar Service for direct appointment as Tehsildars should be made immediately. The Chief Secretary may examine whether recruits for this purpose should be selected out of those who appear for the R.A.S. emergency recruitment. He will also please submit proposals in respect of the number of such posts which should be filled by direct recruitment.

The Training School should be started from 1st January, 1956, and for this purpose appointment of a Principal should be made immediately.

The training course should be for one year for the officers of R.A.S.; for others, proposals may be submitted.

The Committee should also examine the question of training of technical personnel to meet the State's future requirements.

General.

- (a) The Committee should examine the question regarding the future set up of the organisation for Town Planning.
- (b) The procedure followed in Uttar Pradesh, Bombay, Madras and Punjab may be ascertained before a final decision is taken regarding the departmental promotions where such Departmental Promotion Committees have not been provided in the Service Rules.
- (c) The Committee should also examine the issue of the expansion and improvement in the Police and other Departments which have not yet been taken up by the Committee.
- (d) The Sub-Committee's recommendations regarding continuous examinations of expansion or economy in all Departments is approved. The need for ensuring economy in the administrative sphere is recognised. A standing Committee should be set up to review the position and to explore the possibilities of economy in expenditure and also to see that work does not suffer because of inadequate staff. It appears necessary to set up a machinery for carrying out the inspection of the offices. By this inspection it will be possible to evolve work units which will be a guide in determining staff requirements for expanding activities as also to effect reduction where over-staffing, if any, is discovered. The experiment of evolving work units should be conducted in the Secretariat, Offices of Heads of Departments and other attached and subordinate offices.
- (e) As regards the constitution of All India Service for the technical personnel such as for the Forest, Engineering, Medical & Mines Departments, the Rajasthan Government may not oppose the formation of All India Technical Services if and when the proposals are initiated by the Government of India.
- (f) Technical Departments should be headed by Technical officers but where necessary officers of the Administrative Services may be provided to assist them. The status of such posts will be determined by the nature and volume of work.
- (g) The Planning Department should examine the position regarding technical educational institutions required in Rajasthan during the coming year keeping in view the requirements of the State and the people as a result of the development that is contemplated. While calculating the requirements of the technical personnel they should keep in view the needs of Engineers, Doctors, etc., in Government Service as well as in the private sector.
- (h) The Planning Department should draw up a phased programme in consultation with the Public Works Department for providing moderate type of houses for lady doctors and lady teachers in Girl's High Schools and Colleges.

In the end, the Cabinet wishes to record its sincere appreciation of the good work done by the members of the Rajasthan Administration Enquiry Committee in examining the issues of the expansion and improvement of the administrative machinery of the Government and making a comprehensive and useful report.

Sd/- KISHEN PURI.





GOVERNMENT OF RAJASTHAN



REPORT OF THE

ADMINISTRATION ENQUIRY COMMITTEE

1956

सन्त्रमंत्र नवन

PART II

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REPORT OF THE ADMINISTRATION ENQUIRY COMMITTEE 1956

PART II

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The Rajasthan Administration Enquiry Committee appointed by the Government appointed a Sub-Committee to go into the issue of delegation of powers. The constitution of the Sub-Committee was as under:—

Shri Ram Singli, I.A.S., Deputy Secretary, Finance Department I.

Chairman.

Shri Shiv Shankar, I.A.S., Deputy Secretary, G.A.D., (Now Collector, Udaipur).

Member.

Shri J. M. Lalwani, I.A.S., Deputy Secretary, Finance Department (E). *Member-Secretary*.

Shri G. K. Bhanot, I.A.S., Deputy Secretary, Industries and Commerce Department.

Member.

Shri M. G. Dalela, R.A.S., Deputy Secretary, Irrigation (Now Deputy Secretary, Education).

Member.

The terms of the reference of the Sub-Committee broadly were as under:—

- (1) Review of the delegation of powers as it exists at all levels at the Secretariat, in the districts and in the offices of the Heads of Departments and the need for greater delegation at all levels in view of the expanded activities under the Second Plan.
- (2) Scrutiny of those items under the financial rules where powers have been delegated but cannot be exercised without concomitant reference to some higher authority. Specific recommendations on rectifying this shortcoming which results in delay.
- (3) The review of powers delegated to the so called autonomous boards constituted by the Government. How far these boards have resulted in quicker progress on works. The need for re-orientation in order to make the boards more effective.

(4) Consideration of the possibility whether the Block Development Officer, who is really a co-ordinating officer, cannot be given powers by the different departments, so that their works may be supervised better and execution expedited.

DELEGATION OF POWERS

I. General.—The Sub-Committee have examined the issues from various aspects and have considered the desirability of further delegation of powers to the various authorities. In particular the Sub-Committee went into the question of further delegation of powers to the Administrative Departments of the Government and the conditions and limitations subject to which the enhanced powers may be exercised at various levels. The Sub-Committee were helped in their deliberations by the reports of the previous Committees appointed by the Government to examine this and the allied questions in the past. Some of the Heads of the 'Development' Departments were also interviewed and suggestions received from them and the Administrative Departments were given due consideration.

Delegation of power, it has been said, is an art—the delegation should be sufficient to make the exercise of power effective and yet the ambit must needs be so circumscribed as to prevent any possibility of mis-use. The task indeed is very intricate as on the one hand vagaries of erring individuals have to be kept in check and on the other enough scope for initiative provided.

The existing delegation of powers more or less follows the pattern obtaining under the Central Government at the time of formation of Rajasthan. Now that the State has assumed the role of a Welfare State and launched ambitious schemes for bringing about a transformation in the mental, physical, economic and social life of the people within a specified period, more power must need be given to those entrusted with the task of implementing the pro-This is more necessary as time-schedules have to be observed and targets achieved within a definite period. If power continues to be centralised as hitherto-fore serious bottle-necks would be created and the results may be that all activity will come to a standstill. Too liberal a delegation, however, has its own dangers. Not all of these can be eliminated, but if proper safeguards are laid down the chances of mis-use can be minimised to a considerable The recommendations of the Sub-Committee have been made after taking into account all these conflicting objectives.

The Sub-Committee would first of all like to address themselves to the task of analysing the various causes of the delays that occur at various stages/levels in the administrative field, both in the normal day to day work and in extraordinary circumstances. A certain amount of delay is inherent in the process of work in Government offices. The governmental machinery must necessarily function within the limits of the Constitution. Unlike a commercial organisation, precedents and principles have to be kept in view in day to day working. This fosters red-tapism, which in turn leads to further delays. The Sub-Committee do not want to pursue their analysis to great lengths but would prefer to confine themselves to matters which are likely to be of immediate concern to the various Departments. The Sub-Committee have also considered certain suggestions of a general nature and have made their recommendations in regard thereto which will be found at the appropriate places.

There are certain types of cases where delay is a most disturbing fact—either the targets are upset or the personnel is subjected to hardship. These are enumerated below:—

- (i) Issue of Administrative sanction for Schemes or Projects.
- (ii) Sanctions for creation of posts.
- (iii) Appointments to posts.
- (iv) Purchase of Stores and material or equipment.

There are, besides, other miscellaneous items which pin-prick every now and then.

The recommendations of the Sub-Committee with regard to each of these items are given below:—

(I) Administrative sanctions for Schemes.—The common complaint is that a case has to come several times to the Finance Department before administrative sanction scheme can issue. The charge is true to a considerable extent but it seems no attempt had been made so far to find out why frequent references to the Finance Department are necessary. The correct Budgetary principle is that no provision should be made in the Budget for any scheme unless it has been subjected to scrutiny in the Finance Department before-hand. The Heads of Departments are rather tardy in sending their proposals when the Budget is under preparation, with the result that no time is left for their examination before the Cabinet meets for finalising the selection of new items of expen-Lump sum provisions are, therefore, made in the Budget diture. or the details furnished by the Departments are provisionally accepted subject to subsequent scrutiny. The Budget is then presented to the Assembly and grants obtained. The Administrative Departments then communicate the Budget grants to the subordinate authorities and await detailed proposals from them. One by one the Heads of the Departments send proposals on the basis of the provision made in the Budget. Complete data is not furnished even at this stage in many a case. The cases are then passed on to Finance Department who naturally raise queries and 'demand such further information as may be necessary. In the Administrative Departments information is not available in regard to the queries raised by the Finance Department and so back reference is made every time a case comes back with the Finance Department's objec-The Heads of the Departments furnish such information as is available with them and make a reference to the subordinate offices for the remaining. In this manner the matter drags on. dilatory procedure naturally causes delay, but the cause of the delay can well be eliminated if the Heads of the Departments make available all the information which the Finance Department ordinarily needs, at the earliest stage—the Finance Department queries being mainly of a stereo-typed nature. The Sub-Committee, therefore, feel that the best way of obviating this delay will be to follow the Budgetary procedure strictly. When a new scheme is referred to Finance Department for concurrence, objectives of the scheme should be clearly stated and the policy of the Department explained. detailed statement of cost, including the staff and provision for allowances, contingencies etc., proposed should be placed in the file accompanied by an explanatory note, explaining each item of the statement and showing the details of the calculations on which the provisions suggested for various items of contingencies, allowances, etc. are based, and justifying the additional staff proposed and why the existing staff cannot take up the work. It may also be stated whether the scheme falls under an existing Budget head or a new head is to be opened. Very often scales of pay are suggested for the staff under a new scheme without consideration of the prevailing scales in the Department or, where there are no such posts, of comparable posts under other Departments. Where a Department has four different institutions of the same kind, additional staff is frequently proposed for one without comparing the staff provided in the other institutions and without explaining why the particular institution needs to be treated differently. Very often higher scales of pay are suggested on the ground that staff will not be available on the existing scales, whereas the requirements can probably be met in many cases by grant of advance increments and appointment of officers on contract. If these alternatives are not fully examined before the case is referred to Finance Department, it necessarily leads to further reference and delay in disposal. The more fully a case is explained the more quickly Finance Department can advise. At present this is not done in many a case either before making

provision for the scheme in the Budget or after. The Departments vehemently maintain that they will accept no less than they have asked while the Finance Department feels that they should get no more than what has been given to others in like circumstances. If these questions were to be thrashed out before the scheme finds its place in the Budget, there will hardly be any delay in the issue of Administrative sanction. The sanctions can either issue simultaneously with or can even precede, the voting of the grant. What the Departments should do is to prepare draft sanction in each case on the basis of the details as finally approved for inclusion in the Budget and keep it in readiness duly vetted by the Finance Department. The vetting also will not take much time because the officers and the staff dealing with the case would not have to go through the whole note to refresh their memory. The Sub-Committee, therefore, have come to the conclusion that Administrative sanction should either precede or be issued concurrently with the provision in the Budget. This, in the opinion of the Committee, would go a long way in solving the difficulty which is being experienced at present.

- (2) Sanction for creation of posts.—References which fall in this category are of two kinds:—
 - (i) Proposals for creation of new posts which form part of a Scheme for which specific provision has been made in the Budget.
 - (ii) Proposal in respect of new posts which are sought to be created during the course of a year to meet ad hoc requirements without the necessary provision being available.

The Rules of Business lay down that the Finance Department shall be consulted before the issue of orders upon all proposals to add any posts to or abolish any posts from the Public Service or to vary the emoluments of any posts. The delay in issuing these sanctions is mainly due to one or more of the following reasons:—

- (i) Want of Administrative sanction to the scheme.
- (ii) Demand of scale higher than the prescribed scale or Special Pay in addition to the prescribed scale (not agreed to in the original scheme).
- (iii) Absence of Budget provision (in case of posts sought to be created to meet ad hoc requirements).

The Sub-Committee feel that the power to create the posts is, at present, highly centralised and that delegation to some extent is

desirable, if work has to be commenced in time and schemes completed according to schedule. The Sub-Committee accordingly propose the following delegations:—

To whom to be delegated

Nature and extent of power

Administrative Department of the Government.

Power of creating temporary post for four months.

- (a) Against specific provision in the Budget subject to necessary Administrative sanction to the scheme having been issued.
- (b) Against savings under the Head 'Establishment' provided the maximum pay of the post does not exceed Rs. 200 per month.

Provided-

- (i) the power is not exercised for extension of an existing temporary post or a post created temporarily in exercise of this power.
- (ii) the expenditure involved in creation of the posts is not met by diverting funds from any other Head by reappropriation.
- (iii) the post does not form part of a larger scheme which involves the creation of several posts, any one of which carries a maximum pay in excess of Rs. 200.

The Sub-Committee considered the possibility of delegating this power to the Heads of Departments and after a good deal of discussions have come to the conclusion that this power should not be given to them.

The Sub-Committee feel that if their recommendations in para I P. 3/C are accepted there will be no cause for delay in the issue of sanctions for creating the posts since necessary details could be incorporated in the Administrative sanction itself. One difficulty which,

however, will remain would be in the case of posts, maximum pay of which exceeds Rs. 600 per month. Sanction of the Cabinet would be necessary in such a case before orders can issue. This difficulty in the view of the Sub-Committee can be overcome by making a slight change in the existing procedure. At present the practice is that schemes involving creation of new posts are approved by the Finance Minister and if any of the posts carries pay in a scale with the maximum in excess of Rs. 600, a separate reference is made to the Cabinet through Finance Department.

The proper course in such a case would be to refer the whole scheme to the Cabinet after Finance Minister has accorded his approval. A second reference to Finance Department would thus be avoided. Incidentally the Sub-Committee would like to suggest that the limit of Rs. 600 in regard to posts requiring reference to Cabinet should be raised to Rs. 900 as the existing limit would prove unworkable after the revision of pay scales.

Difficulties generally arise in cases where staff is entertained in Public Service in anticipation of sanction for creation of posts, on scales of pay other than those prescribed under the Rules. Very often cases are referred to Finance Department after lapse of several months or at the last minute and sufficient time is not allowed to Finance Department for examination. There is necessarily delay in such cases and in consequence a good deal of hardship is caused, which could easily be avoided if the procedure laid down under the Rules were followed. The Sub-Committee feel that the only permanent solution of this problem is submission of references to the Finance Department in time.

The Sub-Committee are strongly of the opinion that with a view to securing expeditious disposal of cases it is necessary to lay down standard scales of staff, furniture, uniforms, etc. for each unit. For instance a dispensary may have specified strength of staff of various categories, and other items of expenditure may also be regulated according to fixed scales. The annual cost of one dispensary can then easily be determined and this will facilitate calculation of the extra cost involved in opening additional dispensaries, in a year. The scale of uniforms, equipment, furniture and staff for other institutions can also be standardised on similar lines and the annual

cost worked out. The Sub-Committee feel that a full time officer should be appointed by the Government in the Organisation and Methods division (for one year in the first instance) to examine the matter. It would be necessary for this officer to study the working of various units of the different departments and then frame proposals in consultation with the Departmental Officers.

(3) Appointments to posts—The Government have recently issued a revised Schedule of Powers permitting certain Heads of Departments to make substantive or officiating appointments to selected categories of posts. These powers have been rendered nugatory by various orders and circulars issued by the Intergration Department which place an embargo on the exercise of these powers till the process of integration is completed. The position has been rendered more complicated on account of surplus staff of the Civil Supplies and Customs Departments having become available for absorption. Integration which was intended to be a temporary phase has become a never-ending phenomenon. The staff released from the Customs and Civil Supplies Departments is generally not suited for the work in the Development Departments. This is particularly true of field jobs. The result is that before suitable new hands can be taken in, time has to be wasted in obtaining a 'no objection certificate'. The Committee feel that it is high time this embargo were lifted. Instructions may issue to all Appointing Authorities to give preference to discharged personnel from the various Departments which have been wound up (or are in the process of winding up) who are otherwise suitable, but there should be no prohibition against appointment of fresh entrants. The Sub-Committee, also, feel that all Heads of Departments should be empowered to make substantive appointments to non-gazetted posts under their control except posts recruitment to which is required to be made on an 'all-State' basis or divisional basis. In the Revenue Department Naib Tehsildars for instance should continue to be appointed by the Board of Revenue, as recruitment to this Class of posts is made on an 'all-State' basis and this is the point of entry to the Tehsildars service. Collectors of Districts should, however, be empowered to make appointments to the posts of Sadar Kanungoes, Assistant Kanungoes, Office Kanungoes and of Inspectors of Land Records.

In this connection a passing reference to the provisions contained in Sub-rule 3 of Article 14 of the Rajasthan Civil Service Rules, 1950 seems necessary. According to that Rule, all first appointments to the Ministerial Services and to the Class IV Services shall be made by the Heads of Offices (as defined in these Rules) 'subject to the Rules and Instructions of the Head of the

Department'. There is an impression in the minds of many officers that till such time the Head of the Department issues the instructions this power cannot be exercised. The Sub-Committee is of the view that this interpretation of the Rule is unduly restrictive and not warranted by the language used in the rule and that a clarification may issue that pending issue of any Rules or Instructions on the subject the powers conferred under this Rule must be considered to be unrestricted. The issue of this clarification may probably expedite the issue of Rules and Instructions under Rule 14(iii).

In regard to the power to make officiating appointments, the Sub-Committee feel that a good deal of liberalisation is possible subject to certain safeguards. In the Public Works Department, the Chief Engineers have been empowered to make all officiating appointments to the posts of Assistant Engineers and officers of similar rank according to the revised Schedule of Powers. Heads of 'Development' Departments may also have similar powers except in the case of R.A.S. posts. The Sub-Committee accordingly suggest the following delegation of powers:—

To whom to be delegated.

Nature and extent of powers.

Heads of Departments Class I.

- (1) Power to make officiating appointment in respect of a clearly temporary vacancy lasting for a period of not more than four months when the maximum pay of the post does not exceed Rs. 500, with the exception of a post held or to be held by R.A.S. officers.
- (2) Power to make temporary appointment for four months in a permanent vacancy when officiating promotion from a lower cadre is not possible, if the maximum pay of the post does not exceed Rs. 500, except to a post held or to be held by R.A.S. officers.
- (3) Power to make temporary appointment for four months in a permanent vacancy by making officiating promotion from a lower cadre, when the maximum pay of the post does not exceed Rs. 500, provided the seniormost person locally available is promoted.

(N. B.—If seniority is to be ignored, reference to the next higher authority must be made simultaneously giving reasons and concurrence of such authority obtained in writing and brought on record).

The power to make officiating appointments may be exercised by the Heads of Departments in those cases also where charge of two posts is to be held by one person entitling him to charge allowance or officiating or special pay.

N. B.—The limit of Rs. 500 mentioned above has been suggested keeping in view the present scales of pay. If the scales of pay are subsequently revised the posts which would correspond to those posts which now have a maximum of Rs. 500 should be deemed to be covered by this delegation).

Transfers.—Enhanced powers in this regard have been given under the revised Schedule of Powers to several authorities. It is felt that these limits could be further raised. All Heads of Departments of Class I may be empowered to transfer the holders of posts the maximum pay whereof does not exceed Rs. 500 except members of R.A.S. and Accounts Service. Heads of Departments of Class II may have full powers of transferring the non-gazetted staff within their respective charges.

(N. B.—The limit of Rs. 500/- has been recommended keeping in view the existing scales of pay for various posts. If the pay scales are revised the posts in the revised scales which would correspond to posts of this class should be deemed to be covered by this recommendation).

Purchase of Stores.—According to the revised schedule of delegation of powers, the powers in regard to purchase of Stores of

Heads of Departments and Administrative Departments are as, under:—

	Revised Powers.	
Powers delegated now.	Authority in whom the powers are delegated	Extent of the powers delegated.
To sanction purchase	Administrative Department.	Up to Rs. 50,000
subject to Budget provision of Stores	Heads of Departments Class (1) Heads of Departments other	Up to Rs. 20,000
from firms after cal- ling for tenders.	than Class I. (Heads of Departments are authorised to delegate the powers conferred on them subject to such limits and restrictions as they may prescribe and subject also to the proviso that tenders are called for and lowest tenders are accepted).	Up to Ra, 10,000

During the Second Five Year Plan period the Departments. will have to make very heavy purchases of Plant, Equipment and apparatus required for Technical Centres, Training Centres etc. proposals received from the Heads of Departments invariably contained a demand for more powers in this regard. The Sub-Committee feel that to relieve the strain on the Secretariat, it would be necessary to enhance the powers of the Heads of Departments in regard to the purchase of Stores. With increase in power the scope for irregularities would also increase. In the opinion of the Sub-Committee it is therefore absolutely necessary that each Department should frame its own Stores Purchase Rules on the lines of the Rules framed by the Medical and Public Health Department (with due modifications). The Committee would like to make it clear that the enhanced powers which are proposed to be delegated to the Heads of Departments may be exercised by them only if these rules are framed. Departmental Stores Purchase Committee would be a necessary concomitant the increased delegation. The higher powers may be exercised only if necessary Budget provision exists and the codal procedure is followed.

The Sub-Committee is of the view that the limit of Rs. 20,000 should be raised to Rs. 50,000 in the case of Heads of Departments of Class I. The limit may be raised to Rs. 1,00,000 in the case of Heads of those Departments in which large scale developmental and other activities are undertaken and purchases made in a big way. The same limits should be fixed for the Administrative Department concerned.

Under the existing rules the purchasing authorities are competent to make purchases within the limits of their powers of

sanction only if they accept the lowest offer received in response to the tender inquiry. If for any reason a higher priced offer is considered more suitable the matter has to be referred to the Finance Department for decision. The Sub-Committee feel that this arrangement is most unsatisfactory and out-of-date. Departmental Purchase Committee has been constituted the purchasing authority may be empowered to accept an offer other than the lowest provided the Departmental Stores Purchase Committee for recorded reasons recommend this course. A copy of the recommendation of the committee should be attached to the sanction for the purchase of the stores in such cases. The Sub-Committee are aware that a proposal to form a Stores Purchase Committee at the State level is under consideration. The Committee feel that the Purchase of Stores within the limits of power delegated to the Heads of Departments should be outside the purview of the State Stores Purchase Committee, if the intention is to secure expedition in work. If on the other hand, the State Stores Purchase Committee is required to-deal with all cases of Stores Purchase (except petty purchases) a serious bottle-neck will be created resulting in the complete dislocation of work in asmuchas a State Committee sonsisting of senior officers (as is envisaged in the scheme) would not find it possible to meet frequently and finalise cases. For purchases beyond the limits suggested above for Heads of Departments, there might be instead of one Stores Purchase Committee several Stores Purchase Committees for various categories of stores, e.g., there could be separate Committees for the purchase of

- (1) Stationery and printing material.
- (2) Medical and Health Stores and appliances.
- (3) Machinery and Electrical goods.
- (4) Articles of Livery and Clothing.
- (5) Furniture.
- (6) Motor Vehicles; and
- (7) Scientific apparatus and instruments.

There might be even Regional Stores Purchase Committees, if necessary, for such items as furniture. This might be a more successful arrangement than having a single Stores Purchase Committee which might find the job unwieldy. These Committees should be set up under specified Administrative Departments and act as recommending authorities.

It is not necessary to have Finance Department Officers associated with the detailed working of these Committees. The Finance Department's advice at the initial stage, when general instructions, tender notices, tender forms, conditions of supplies, etc. are being drafted, may be obtained, if required. In most cases this would

suffice and further reference to Finance Department would not be necessary. The Accounts Officer of the Department concerned (or mainly concerned) or in the case of the Regional Committees the Treasury officer of the district concerned, should of course be on the Committee.

The alternative would be the setting up of a full fledged Stores Purchase Organisation with a whole-time Financial Adviser and also perhaps a whole-time Technical Adviser.

The Sub-Committee do not wish to go into the details of the two proposals at this stage. They would, however, like to suggest that a separate Committee be set up to review the existing Stores Purchase arrangements and make suitable recommendations in the matter.

In passing, the Sub-Committee would like to mention that the Development Commissioner has already been given full powers to make purchases of Stores. In the opinion of the Sub-Committee this power should be exercised by him through a Departmental Stores Purchase Committee which may be constituted immediately.

Model Stores Purchase Rules may be framed by the Finance Department and circulated to various Departments for framing Departmental Stores Purchase Rules without loss of time. It would be better if an O.S.D. of the rank of Office Superintendent is appointed in the Finance Department for two months to prepare the draft in consultation with the different sectional officers.

Advance for Purchase of Stores.—According to the entry at Sr. No. 13 in part II of Schedule IV of the General Financial and Accounts Rules, Departments of Government and Heads of Departments are empowered to sanction advances of mony for Departmental purposes within the budgeted amount provided such advances are essential. Advances can be given up to a limit of Rs. 10,000 in each case by the Departments of Government, and up to Rs. 5,000 by Heads of Departments. Operation of this power has been restricted subsequently by the issue of the Government orders prohibiting drawal of funds on A.C. Bills except for purposes specified therein (vide Annexure A to General Financial and Accounts Rules. II edition at Page 107). The Sub-Committee feel that this restriction may be relaxed to enable the Heads of Departments to draw funds for making advance payments to suppliers in cases where the advance payment is demanded by the supplier as a condition of the purchase and the offer has been accepted subject to this condition. The limits upto which an advance may be made by a Head of Department for purchase of Stores in each case should be as under:-

(1) Up to a maximum of 25% of the value of the order

if the terms of the contract so provide.

(2) Up to a further limit of 55% against R.R. or Shipping documents if the terms of contract so require it. (For limits specially recommended for officers of B. & R. and Irrigation branches of P.W.D. see page 27 of the report).

It should be the responsibility of the Head of the Department to verify the financial standing of the supplier before making the advance. The Sub-Committee have made this recommendation after taking into account the difficulties experienced by the majority of the Heads of Departments (particularly Chief Engineer, Electrical and Mechanical Department), in making purchases of stores and equipment which are in short supply. As a safeguard against misuse the Sub-Committee consider that a copy of the sanction authorising purchase of stores/material/equipment at a certain price, supported by a copy of the contract, may accompany the Bill on which the advance is drawn, and copies of these documents may also be forthwith despatched to the next higher Authority.

Rate contracts for standard articles.—It was brought to the notice of the Sub-Committee by the Director of Industries and Commerce that the State Government had not entered into any rate contract with the manufacturers of articles commonly required in offices, such as, typewriters, duplicators etc. The Sub-Committee feel that the difficulties which at present arise in the matter of purchase of these articles would be largely eliminated if the State Government adopt the rates approved by the Government of India for such articles. The State Government have already approved certain makes of typewriters and duplicators for use in Government offices and it should be possible for the Heads of Departments to purchase any of the approved makes at the approved rate provided specific Budget provision exists for purchase of these articles.

Petty purchases.—According to the revised schedule of powers, Heads of Departments are empowered to make petty purchases of stores and stationery locally upto Rs. 50 in each case subject to a limit of Rs. 500 per annum, provided the Superintendent, Government Press concerned is unable to make the supply. The Sub-Committee feel that this rider regarding obtaining of a non-availability certificate from the Government Press is not necessary as it defeats the purpose underlying the delegation. The monetary limits imposed are sufficient safeguards against waste of public funds. Moreover, experience has shown that the Government Press as a rule, could not supply the articles at the time they were badly needed, resulting in the dislocation of work. The power is to be exercised

in an emergency and for an officer at an out-lying station it is not possible to secure a non-availability certificate easily.

Travelling Allowance during the period of training.— According to Rule 35 of the T.A. Rules, the grant of T.A. to a Government servant selected to undergo a course of training requires the sanction of the Government or of a subordinate authority to whom the necessary power may have been delegated. Departments of Government and Class I Heads of Departments have been given full powers in this regard but inspite of these cases are frequently sent up as no standard terms have been prescribed for regulating the rate at which the allowances would be admissible to the trainees. A standard scale may be laid down for Government servants of each class, according to which travelling allowance and compensatory allowance during the period of training would be admissible to This will obviate unnecessary reference to the Finance Department every time it is proposed to send someone for training. (The Sub-Committee understand that some orders have been passed recently in this regard).

Daily allowance for halts.—According to the existing rules, daily allowance at full rates is admissible only for first ten days of halt, the rate for the remaining period of halt up to a maximum of 30 days in total is 2/3rd of the normal rates. The Committee feel that these limits are unduly restrictive. Experience has shown that Government servants have to be sent out for short courses training in Camps or other places and have to stay at a particular place for more than 10 days in the exigencies of public service under orders of superior authorities. The present limits cause undue hardship to them and references are frequently received in Finance Department for relaxing the limits 'as a special case'. Elsewhere the maximum period of halt for which daily allowance is admissible is 90 days. The Sub-Committee, therefore, feel that the maximum limit, under the rule can easily be raised to 60 days. Head of the Department Class I may be empowered to sanction daily allowance at full rates up to a maximum period of 30 days and at 2/3rd rate for a further period of 30 days for such halts. power may be exercised in respect of all officers under his control. provided it is certified that the halt was necessitated due to exigencies of public service or that the officer/official concerned was required under orders of competent superior authority to stay at a particular place for a particular period.

Local printing of forms.—Heads of Departments have been now empowered to get printing work done at a private press up to a limit of Rs. 500 in each case. The Sub-Committee do not think

it necessary to recommend a higher delegation as, except in the case of forms, the powers already delegated are sufficient to meet the requirements of the local officers. The Sub-Committee is, however, of the opinion that the Government Press may keep stocks of forms, stationery and other material supplied by the Press at different places, so that the indenting officers could obtain the supplies without any difficulty.

Advances for Departmental purposes.-Reference has been made above to grant of advances for purchase of stores. has shown that fairly large amounts are required by certain Departments frequently for meeting expenditure in connection with fairs, functions, and festivals, organised or celebrated through the depart-This expenditure cannot ordinarily be met from mental agency. the normal imprest. Cattle fairs are a case in point. Recommendations of the Sub-Committee on this particular item are at p. 25 of the report. As the amounts involved are fairly large it is not desirable to allow Heads of Departments to draw the amounts However, the power can easily be delegated to the Administrative Departments. This would ensure some check on the use of the money and its proper accounting. Details of the estimated expenditure should be furnished by the officer asking for the advance and these should be incorporated in the sanctions permitting the drawal of the advance. For occasions, such as Republic Day Celebrations and Independence Day Celebrations, the Sub-Committee recommend the issue of a permanent standing sanction laying down up to what amount and in how many instalments advance can be drawn by the G.A.D.

Reappropriation.—After going through the existing rules on the subject, the Sub-Committee have come to the conclusion that the existing powers are sufficiently wide and that the main difficulty was not the lack of powers but the failure on the part of the Departmental Officers to exercise the existing powers properly. No enhancement in the opinion of the Sub-Committee is, therefore, necessary.

Powers of Revenue Officers.—The Sub-Committee feel that the question of delegation of powers under the new Revenue law can be considered at a later stage separately.

Power to sanction reduction of rent demand from the Rent Rolls.—It was brought to the notice of the Sub-Committee that the existing power does not cover cases where revenue-yielding land was demarcated and reserved as grazing ground under orders of the Collectors of the districts. The Sub-Committee feel that this power

may also be granted to the various Revenue Authorities up to the limits of their existing powers according to item 9 of the Revised Schedule of Powers.

Local Development Works.—In regard to Local Development Works the Sub-Committee feel that the Administrative Department should have full powers to sanction expenditure on a work of this kind subject to the following conditions:—

- (i) The total allotment sanctioned for the district for the year is not exceeded.
- (ii) The conditions laid down by the Government of India regarding local contribution etc. are fulfilled in respect of the work and no relaxation of any of these conditions is involved.
- (iii) The cost of the work does, not exceed the limits prescribed by the Government of India.

Subject to these limits the Administrative Department may have power to divert funds from one work to another, if necessary.

Miscellaneous items.—Annexure 'A' of Appendix VIII of the General Financial and Accounts Rules (Page 251) contains financial and Administrative Instructions in respect of certain specified items of Contingent Expenditure, including expenditure on the purchase of Stores of specified categories. The Sub-Committee examined various items included in this annexure with a view to suggesting modification in these instructions. The results of the deliberations of the Sub-Committee in regard to the items where they have

below:
are summarised
•
nsidered some change necessary
considered

No.	S.No. Description of the	POWERS & RESTRICTIONS ETC.	
	expenditure	Existing.	Proposed.
-	•1	အ	7
14	Advertisement Charges.	(1) Secretary, Public Service Commission and I the Chief Engineers have full powers to incur I expenditure on advertisement charges.	Full powers to all Heads of Departments Class I and Administrative Defartments.
		advertisement, the general limits specified in this Appendix will apply unless there be any special orders of the Government to the contrary. Committee that the Home Department have issued orders that all advertisements in the papers may be published through the agency of the Publicity Organisation of the State. Full facts which have led to the Sub-Committee who have therefore desisted from expressing a firm oninion	N.B.—It was brought to the notice of the Sub-Committee that the Home Department have issued orders that all advertisements in the papers may be published through the agency of the Publicity Organisation of the State. Full facts which have led to the issue of these orders were not before the Sub-Committee who have therefore desisted from expressing a firm onition
			in the matter. The Sub-Committee however, feel that it would be necessary to re-examine the matter with a view to finding out whether centralisation to this extent is desirable or conducive to expeditious disposal of work.)
Ħ	11 Fixtures and fur- ntures.	(1) Every new building constructed by the Public Works Department is (if estimated for) provided by that Department with permanent fixtures including fans, or punkhas etc. but the repairs of these fixtures except the general	Some powers as for purchase of Stores recommended by the Sub-Committee above subject however, to the following conditions:— (i) Specific Budget provision exists for fixtures and furniture.
		the P.W.D. grants. Consequently such spe-	(ii) Rules regarding stores purchases are observed.

and charged in the contingent bill. The reic Works Department for new office buildings under the orders of Government will be similarshould be paid by the Department concerned cial repairs together with purchase and repair pair of furniture where supplied by the Pubof furniture not provided for by the P.W.D. y charged

ordered by Govt. to the cost of furnishing one pair of furniture are subject to the limits specified below provided there is budget allotment. The limits apply, except where otherwise (2) The powers of subordinate authorities to sanction expenditure on the purchase and reoffice:—

Authority.

Department of Govt.

Chief Engineer.

Pending laying down of the scales etc. expenditure might be incurred within the sanctioned Limit of Sauotion. 2000

2000 1000

budget for the purpose.

All other Officers empowered to draw Class II Heads of Departments. Class I Heads of Departments.

ture, and fixtures at a cost exceeding the limits specified above in a sanctioned scheme, the authority executing the scheme may sanction subject to the observance of 'Rules for the purchase of stores required for public service' furniture and fixtures up to the limits sanctioned or the Budget provision whichever may be less. Where provision exists for the purchase of furni-Contingent Bills

the purchase of any articles carries with it (1) The sanction of a competent authority for III. Freight and demur-

raje charges.

on a similar basis. Standard specifications and/or monetary limits may also with reference to No. of officers and other be laid down for each class of article.) a certain number per office, calculated staff working in the office. Supply of fixtures for each office will also be regulated tables and other articles of furniture up to Nore:—Appropriate scales may be prescribed by Government for supplying chairs and

(iii) The purchases are within the scale said

down for each office.

(i) The proviso contained in para (i) may be deleted. The result will be that the

Capellarease Existing.	
	Proposed.
1 3	4

sanction for incurring the necessary freight charges also; provided that the cost of the article including the freight is within the sanctioning power of the authority that sanctions the purchase.

account in determining whether the

sanction the purchase of the article, and expenditure on account of the

sanctioning authority is competent to

freight charges will not be taken into

freight charges may be met by the sanctioning authority without any limit.

Limits for demurrage charges may be

raised as under:-

(3;)

Heads of Departments Class I Rs. 200.

Departments Class

oţ

Rs. 100. Heads

rank

Officers of and above District Officer Rs. 50.

ly arise. If in any case a Class I Head of Deptt. Rs. 100 in each case. All other (i) Heads of De-(2) Charges of demurrage should not ordinariis satisfied that the amount payable is unavoidable, he may sanction payment up to partments (ii) officers of and above rank of a District Officer may sanction payment up to Rs. 50 and Rs. 25 respectively in each case. Same powers as have been recommended for purchase of Stores.

IV. Instruments. Minor Equipment and appa-

ments, minor equipment and apparatus resanction expenditure on the purchase of instru-Except where otherwise ordered by Government the powers of the subordinate authoritie to quired by any office or department should be subject to the limits laid down in item 8 above.

live-stock required in particular departments should be regulated by such limits and scales Charges for purchase, replacement and feeding of etc. as may be laid down by general or special orders of Government.

V. Live-stock.

exists for purchase control of regu-expenditure for this purpose should be reguto the condition that specific Budget provision Same powers as for purchase of Stores subject exists for purchase etc. of live-stock. lated according to prescribed scales.

General had objected to purchases of this

nature made by them even though the amount

Educational Institutions as the Accountant

Agriculture and Forest Departments are mainly concerned in regard to thisissue and they may be asked to lay down the necessary scales and limits in consultation with the Finance De-

Same powers as for purchase of Stores subject to the condition that specific Budget provision exists for the purchase of specified number of vehicles of the specified category/class. vehicles for the use of any Government Deptt. or authority will be regulated by special orders (1) Purchase of motor cars and other motor

of the Government

Motor Vehicles.

(N.B.-If provision exists for purchase of two trucks the funds may not be diverted for purchase of two jeeps without concurrence of the Finance Department),

hire in an emergency such as Locust. Floods, (2) A clarification may issue that motor cars and other motor vehicles if necessary, be taken on Election work, etc., under the orders of the Head of Department concerned. Same powers as may be exercised for incurring and Special directions in regard to purchase of newspaper, books, maps and other periodical expenditure on recurring items. The Heads of Departments may be asked to issue General publications by subordinate officers according to requirements. It was brought to the notice of the Sub-Committee that in the absence of such directions difficulty was being experienced by the Block Development Officers and

tal use except under special orders of the Head (2) Subject to special orders as may be issued by ment Department, motor cars and other motor vehicles may not be hired for casual departmen-Government to apply to a particular Governof the Department concerned

VII. Publications.

provided books, maps, newspapers and other periodical publications whether published in or out of India may Priced publications of Government, Central or State, required by departments and offices may be obtained on payment, where necessary not be purchased or subscribed for at public with general instructions issued by him as the partment concerned, or except in accordance expenses by any Government servant without the previous sanction of the Head of the Defrom the appropriate Authority. Subjects as hereinafter case may be.

ONS ETC.		Proposed	4	
POWERS & RESTRICTIONS ETC.		Existing.	69	
S.No. Description of the	expenditure		1 2	

The purchase of books, maps and other publications required by Education Department is regulated by special rules or orders made by the Government.

Judicial Officers may purchase books suitable for Law Library without obtaining the previous sanction of the higher authority but subject to the budget allotment.

The Head of the Dapartment may issue general or special directions in regard to purchase of newspapers, books, maps and other periodical publications, by officers subordinate to him, according to requirements.

The rent of any private land or building occupied for public purposes should be paid by the office or Department occupying it, and recorded in the accounts as a charge of that office or department.

The first charge made in every year in any contingent Bill for the rent of a private building should be supported by a cartificate from the Executive Engineer concerned that a suitable building belonging to Government is not available for the purpose and that the rental charge is reasonable.

The certificate should be in the following form:—
'Certified that a suitable building belonging to
the Government is not available for the purpose

involved was trivial. The Sub-Committee would, therefore, suggest that all the Departmental heads and particularly the Development Commissioner and the Director of Education be asked to issue necessary directions in this regard.

 Subject to the conditions specified above and in absence of any rules or orders applicable to any particular department, Heads of Departments are authorised to sanction in any one case the renting of lands and buildings required for public purposes within the limits specified below:

(i) Ordinary office accommodation-

(a) Where the accommodation is provided in a separate building Rs. 100/-

(a) The following revised limits are recommended—

(1) Administrative Department of Govern-

ment Rs. 300/- p.m. (2) Head of Department Class I Rs. 200/-

(3) Head of Department Class II Rs. 100/-p.m.

Provided—

(i) the rental amount does not axceed 5% on the capital cost of the building as certified by the P.W.D. Authorities.

(ii) and the rent already agreed upon by the land-lord is not sought to be increased, except in the manner and up to the extent permissible in law.

NS ETC.	Proposed	***************************************	One-half of (b) Maximum limit may be raised to Bs. 100/- the total per month. rent subject to a maximum of Rs. 50/- p.m. Up to a maximum limit of Rs. 300/- a year. ry of rent from g the building of the Depart. lin hiring the riowers vested uch help, but re involved in the Department	Heads of Departments may be given full powers to sanction rewards, fees, bonus, etc. (other than fees or honoraria) granted to Government servants under the Service Rules subject to the limits of the Budget provision specially made to meet.
POWERS & RESTRICTIONS ETC.	Existing.	8	(b) Where the accommodation One-half of is provided in a building partly the total used as a private residence. The residential and other to a maximum of Rs. 50/r.p.m. (c) For residential and other Up to a maximum imit purposes. The responsibility for the recovery of rent from Government servants occupying the building rented will rest with the Head of the Department. Heads of Departments may invoke the help of the Public Works Department in hiring the necessary accommodation under powers vested in them whenever they require such help, but in all such cases the expenditure involved in hiring will be charged to the Department concerned.	The grant of rewards, fees, bonus, etc. and the authorities competent to sanction them are regulated by special rules.
S. No. Description of the	expenditure.	2		IX. Revards, Fees, Bonus etc.— (other than fees or Honoraria), granted to Gov-

ernment servants under the Service Code.

this expenditure, provided the rewards etc. are given according to the prescribed scales. Rules for the grant of rewards etc. will have to be drawn up in respect of all departments or categories of posts or in respect of which rewards have to be granted. The power to grant rewards should not be exercised in the absence of rules.

(Note.—Necessary rules will have to be framed by the Departments concerned in consultation with the F. D. if this has not been done already). Distribution of prizes in crop competition would also be within the scope of these powers.

II. Special problems of specified departments—

special difficulties. Some of the Heads of Departments have favoured the Sub-Committee with detailed proposals for delegation of powers, both administrative and financial, in their The Sub-Committee examined several Heads of Departments with a view to ascertaining Departments which the Sub-Committee have found very useful in their delibrations. In the paragraphs which follow the recommendations of the Sub-Committee in regard to some of these matters are summarised

By whom to be exercised.	3	Registrar in respect of Assistant Registrars and Dy. Registrars in respect of Inspectors and below within their circles.	To incur expenditure on Cattle Standing sanctions may usue in respect of each Cattle Fair Fairs & Exhibitions. Fairs & Exhibitions. ceiling on each occasion the fair or exhibition is held subject to
Power 9	7	Transfer of Officers. Reg	To incur expenditure on Cattle Star Fairs & Exhibitions.
Department	T	1. Co-operative Deptt.	Agriculture Deptt.
	1	\dashv	સં

Department	Power	By whom to be exercised.
1	67	ന
		the limit of Budget provision in each year. (The Sub-Committee were, in fact, of the view that similar sanctions may issue in respect of the official functions, such as Rajasthan Day Celebrations, Independence Day Celebrations, which are an annual feature).
	स्थाप संच्याप	Standing sanctions may also issue permitting drawal of advance up to a certain limit for meeting expenditure on these functions. In the alternative the standing sanctions may permit temporary increase in the imprest amount of the local Departmental Officer in whose jurisdiction the fair or exhibition is to be held.
	Ordinary Repairs to Departmental Buildings.	Depart. This is in fact a general question. The Sub-Committee are of a view that power may be delegated to all Heads of Deptts. to incur expenditure on ordinary repairs to Departmental buildings under their control through their own agency. Provision may be made for this purpose in the Budget of the Department concerned on a percentage basis and each Head of the Department will allot funds, out of this provision each year for the different buildings under his control. If the Budget provision falls short of the total requirements, the
		allotment will be made according to a phased programme. The powers may be exercised subject to the condition that the Budget provision for this item of work will neither be augmented nor decreased by reappropriation. The intention is that the provision should be utilised only for the purpose for which it is made.
į į	To sanction loans and advances,	The Director of Agriculture is empowered to sanction advances up to a limit of Rs. 10,000 in each case to cultivators for

purchase of implements. The Director has proposed that similar power may be delegated to Officers subordinate to him up to the following limits:—

I. Dy. Directors—up to Rs. 200 in each case.

II. District Agriculture Officers—up to Rs. 100/- in each case. The Sub-Committee endorses this suggestion.

Financial powers to Assistant

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Engineers.

In the Schedule of Powers of P. W. D. Officers no financial powers have been delegated to the Assistant Engineers. Article 202 read with Article 55 of C.P.W.D. Accounts Code lays down that Assistant Engineers can be delegated powers of making payment provided instructions in this regard are issued by the Local Government in consultation with the Accountant General. The Chief Engineer, B. & R. is of the opinion that if the Assistant Engineers are given these powers it would be a great step towards efficiency in the working of the Department as well as in the progress of the works, as the Divisional Offlicers who are at present heavily over-loaded

for the Assistant Engineers Incharge of Sub-divisions:—
(1) To maintain full fledged Sub-divisional stores including Tools and Plants within the prescribed limit for the Sub-divisions.

has recommended delegation of the following financial powers

with works programme will find some relief. The Chief Engineer

(2) To pass and make running payments to Contractors and others for Repairs as well as for Original Works—up to Rs. 5000 in each case.

(3) To pass and make first and final payments to Contractors and others in respect of Repairs Works only—up to Rs. 2000 in each case.

(4) To sanction petty purchases of stores locally required for bona fide use on sanctioned works—up to Rs. 25 on one individual item.

By whom to be exercised.	20
Power	es .
Department	-

- (5) Present powers vide items 23, 27 and 45 of the presen Schedule of Powers.
- (6) Payment of Muster Rolls of a permanent gangman—Full powers subject to the condition that the Muster Rolls are post-audited by the Accountant of the Division
- (7) To draw the salaries and T. A. of the staff working under him within the scale of amounts sanctioned in respect of their Sab-Division.
- (8) To incur expenditure on other charges and to incur expenditure out of an imprest and draw Contingent Bills from Treasury—Up to Rs. 100/. in each case provided there is provision in the Budget under the particular Sub-Head of other charges for the Sub-division.

The Sub-Committee have considered these suggestions and are of the opinion that Assistant Engineers Incharge of Sub-Divisions should be declared as Heads of Offices for their respective Sub-Divisional charges and may be given the additional powers proposed by the Chief Engineer vide items Nos. 1 to 4 and item 6. (Item Nos. 7 & 8 will be covered if they are declared as Heads of their Offices).

The Chief Engineer, B. & R., has also proposed some amendments in the existing Schedule of Powers. Such of the modifications as have been found acceptable are given below:—

Schedule of Powers.

1	on all for	ols	sof. S of the second s	ate ho ned uld an-
Extent and conditions etc.	Full Powers. Up to Rs. 1,00,000. Up to Rs.25,000 if the estimate is prepared on a standard design and up to Rs. 20,000 for all other works. Note.—The limits are exclusive of charges for	contingencies, establishment and tools and plant. To be deleted in view of powers vested above under Article No. 1. — do —	Full Powers. Up to Rs. 10,000. (1) For each estimate except repairs to residential buildings subject to paras 71-98 of Chapter II of P. W.D. Manual. (2) For residential buildings if it is estimated to cost Rs. 100 and does not involve any alteration in the design, accommodation or use of such buildings.	 Up to 5% of the amount of original estimate sanctioned by him or by a higher authrity. i) If the original estimate was sanctioned by a higher authority the excess should not be more than 5% of the amount san.
To whom delegated.	 Chief Engineer. Superintending Engineers. Executive Engineers. N	1. Chief Engineer. 2. Superintending Engineers. Superintending Engineers.	Superintending Engineers. Executive Bugineers.	 Chief Engineer. Superintending Engineers. (
. Power delegated.	To accord technical sanction to detailed, revised or supplementary estimates subject to the condition that fresh a fininistrative sanction is sought if the detailed, revised or supplementary estimate exceeds by 10%.	 6. (b) To sauction detailed estimates for contribution works. 6. (c) To sauction detailed estimates for Famine Relief Works. 	To sanction estimates for special repairs. 1.	To pass excess over sanctioned estimates including Electrical works sanctioned by themselves or by higher authority.
S.No.	₽7 	9 9	10.	12.

(ii)
3. Executive Engineers.
Superintending Engineers. Executive Engineers.
 Chief Engineer. Superintending Engineers.
1. Superintending Engineers.
2. Executive Engineers. Superintending Engineers.

within the sanctioned estimate in the case of projects for Civil Works saneioned by the Government.

to any shange involving a material defarture from the approved design irrespective of whether it is likely to result in increased outlay other head and to any proposal to debit to the or not whether under tools and plants or any

which

project, charges of a nature, which it is not intended to bear and for which no provision exists in the sanctioned esti-

project, charges of

19. To sanction payment without schedule 1. Superintending Engineers. ofratesforadditional item not provided 2. Executive Engineers. for in a sanctioned estimate.

Superintending Engineers. Executive Engineers. Chief Engineers. નું લું છ 24. To grant for recorded reasons an ex-

of works or supply of materials or tension of the time for the execution other peformance of the contract.

To accept at his discretion tenders for materials collection without earnest money. S.

To rescind contracts provided such can- 1. Superintending Engineers. 2. Executive Engineers. cellation does not result in any loss of Government, 31.

31. (a) To dispense with earnest money when plant and machinery are supplied and erected by firms of undoubted financial standing and repute.

Chief Engineer & Superin-

tending Engineers.

estimates the provision for Subject to the condition that in the sanctioned contingencies case of each item. Up to Rs. 5000 in Full Powers.

Full powers in the case of contracts accepted by them.

exceeded.

In case of tenders amounting to less than Rs. 5,000.

Executive Engineers.

To the limit of his power of acceptance of cont-Full powers. racts.

Provided that not more than 80% of the contracted value is paid on delivery of the material at site and not less than 10% is retained until the period of maintenance has been satisfactorily completed. Full powers.

آ ن.	Power delegated.	To whom delegated.	Extent and conditions etc.
Instruments tenders up to	Instruments relating to acceptance of tenders up to an unlimited amount.	Instruments relating to acceptance of Chief Engineers & Superintenders up to an unlimited amount.	
Instruments tenders up	Instruments relating to acceptance of tenders up to a limit of Rs. 5,00,000	Instruments relating to acceptance of Superintending Engineers. tenders up to a limit of Rs. 5,00,000	To be deleted.
To sanction set the purchase calling for calling the sanc	To sanction subject to Budget provision 1. Chief Engineer, the purchase of stores from firm after 2. Superintending calling for competitive tenders inclu-3. Executive Engiding the sanction of necessary estimates.	To sanction subject to Budget provision 1. Chief Engineer, the purchase of stores from firm after 2. Superintending Engineers. calling for competitive tenders inclu-3. Executive Engineers, ding the sanction of necessary estimates.	Full powers. Up to Rs. 50,000. Up to Rs. 10.000.

Signal Signal

33

35.

Advances for purchase of stores may be given in exceptional circumstances taking necessary precautions for securing the Government against loss and for preventing the system from becoming general or continuing any longer than is absolutely necessary.

To make advances for purchase of stores

15

Such advances should generally be made on submission of Railway Receipts. The balance should be paid on receipt of the goods subject to the usual verification.

The advance payment should preferably be made on receipt of a certificate of personal inspection of goods by the consignee who may employ an officer not below the rank of an Assistant Engineer.

It should also be made clear to the suppliers that they are in no way absolved of the responsibility in respect of quality and quantity

of Stores despatched by them and recoveries are diable to be made if the Stores received are found in any way to be defective or short in quantity. Subject to the above conditions the following powers may be given to the officers of the Public Works Department: (i) Chief Engineer.—Rs. 50,000 or 75% of the cost of goods whichever is less.

(ii) Superintending Engineers.—Up to Rs. 20,000 or 75% of the cost of goods whichever is less.

(441) Krecutive Engineers.—Up to Rs. 10,000 or 75% of the cost of goods whichever is less.

Full powers.

Superintending Engineers.

To pass indents on other departments

46.

including D.G.I. & S. for articles required for sanctioned works.

Full powers. Rs. 500. To sanction, subject to Budget provision, 1. Superintending Engineers.

tools and plant.

49.

2. Executive Engineers.

Rs. 5,000 in any one transaction.

Full powers.

To sanction the sale of stock (not tools 1. Superintending Engineers. serviceable at full value plus the usual value whichever is higher. Normally and plant), which are not surplus or un-Government stocks are not sold to prisupervision charges on cost or market be treated as exceptional cases occuvate parties. The transactions should ring rarely. 8

To declare any stores (excluding tools 1. Chief Engineers. and plant but including stocks and 2, Superintending Engineers. . . .

Full powers. Rs. 10,000

νż	S. No. Power delegated.		To whom delegated.	Extent and conditions etc.
	materials received from works dismantled) as surplus or unserviceable and sanction their sale by public auction or through destruction.	isman- le and tion or	3. Executive Engineers. 4. Assistant Engineers.	Rs. 250
9	53 (a) To sanction the purchase of tools and plant (exlouding thes tock, office fur- niture and tents) and the necessary estimates therefor (including revised estimates).	ice fur- sessary revised	 Chief Engineers. Superintending Engineers. Executive Engineers. 	Full Powers. Up to Rs. 20,000 Up to Rs. 2,500
55.	To sanction hire of departmental tools and plant.	l tools	Executive Engineers.	Full Powers subject to Rules.
56.	To sanction rent charges for tools and plantand other materials obtained from external sources.	ols and ed from	Superintending Engineers.	Full Powers.
64.	To sanction all cases of remission and refund of all classes of revenue in the P.W.D.	on and in the	 Chief Engineer. Superintending Engineers. Executive Engineers. 	Rs. 10,000 Rs. 5,000 Rs. 1,000
G	To son of ion			Subject to the following limitations: (1) The claimant is legally entitled to the refund. (2) The credit is verified by the Treasury. (3) The original realisation is traced so as to prevent the entertainment of a double or erroneous claim.
ż	C	due to	 Chief Engineer. Superintending Engineers. 	Full Powers. Up to a limit of Rs. 10,000

prices or any other causes, or

(2) adjustment of losses on manufacture accounts.

To write off the following from the returns of Tools and Plant

81.

(a) Unserviceable or surplus articles of tools & plant.

(b) Tents which have become unserviceable by use for ten years or more. (c) Any item of unserviceable office furniture, the cost of which does not exceed Rs. 50 and

negligence or other causes the provided that the value does not value of which is irrecoverable, Tools and Plant lost by fraud exceed Rs. 1000. ন্ত

To sanction estimates for losses on surplus or unserviceable stock resultant on their destruction or sale by the public auction at less than the book value, (losses being reckoned as the difference between the book value and the sale proceeds). 8

3. Executive Engineers.

Up to a limit of Rs. 1,000.

Executive Engineers.

been recovered by sale or by (6) their full value or a reasonable portion of public auction or otherwise, Provided that Full powersit has

(ii) the officer exercising this power certifies having destroyed them, the material being of no value and utility.



Up to a limit of Rs. 10,000 subject to the note below: Full Power. Chief Engineers
 Superintending Engineers.

Nors.—Stocks can be declared surplus only after references have been made to all Executive Engineers in the State and it has been ascertained that they do not require it or the cost of transportation to the point where it is required will make it uneconomic.

Recruitment of Assistant Engineers and Overseers.—The Sub-Committee have considered the question of recruitment to technical services generally and to the posts in the P.W.D. particularly. It was felt that the present rule requiring reference to the Public Service Commission in respect of posts of Assistant Engineers and Overseers was not justified. Direct appointments on posts of Assistant Engineers are to be made from amongst graduates of recognised Universities and the Chief Engineer can easily make selections for these posts out of the successful candidates available each year. The demand for technical personnel of this category is so great that there is not much scope for choice. In U.P. the graduates of the Roorkee University are offered appointments to posts under the U.P. Government as Assistant Engineers, as a matter of course and reference to P.S.C. has been dispensed with. The Government may consider modifications of the Public Service Commission (Limitations of Functions) Regulations on the same lines. The Chief Engineer may be authorised to obtain the examination marks sheets from the Principals of the various Engineering Colleges in Rajasthan and to make appointments to posts of Assistant Engineers out of the successful candidates in order of merit. Graduates of other Universities may also be considered eligible on the basis of marks obtained by them in the Examination. For this purpose the appointing authorities should be authorised to issue advertisement asking for applications and to make selection out of the applicants on the basis of their academic qualifications subject to physical fitness and other general conditions.

Similarly Diploma Holders in Engineering may be appointed as Overseers on the basis of the results of their Examinations. This procedure will obviate the hardship which is caused to Government servants of this Class in having to undergo the process of formal selection through P.S.C. which takes time.

The Sub-Committee are of the view that the above procedure could also be adopted in the case of the following Technical services:

Veterinary Assistant Surgeons Class II . . Graduates from Government Veterinary College, Bikaner or holders of equivalent degrees

C.A.S. Class II

.. Graduates from Government Medical College, Jaipur or holders of equivalent degrees.

District Agriculture Officers

. Graduates from Government Agriculture College, or holders of equivalent degrees. The appointments should be made on the minimum of the scale and if a higher start is proposed, reference to P.S.C. may be made.

Temporary advances from Provident Fund.—(Item 22 in Part B of Appendix IV to General Financial and Accounts Rules).

This power should be delegated to the Superintending Engineers in respect of subordinate, ministerial and class IV servants subject to the observance of Rules and verification by the Accountant General.

Power to prescribe Government servants Headquarters for purposes of T.A. Rules.—The Heads of Departments have full powers to prescribe a Government servant's headquarters and jurisdiction in the case of subordinate, ministerial and class IV Servants. This power may be delegated to the Superintending Engineers in respect of the subordinate, ministerial and class IV servants in their circle. The Chief Engineer should be empowered to prescribe the headquarters and the jurisdiction of Assistant Engineers so that he may be able to transfer an officer from one place to another in the exigencies of public service.

Power to sanction permanent advance in respect of subordinate officers.—Departments of Government and class I Heads of Departments are empowered to sanction permanent advances in respect of subordinate officers upto Rs. 25. According to the General Financial Rules all cases allowing permanent advance to the subordinate officers require reference to the Accountant General. This entails much correspondence and delay, specially when a new charge is created for any specified work on a temporary basis. Sub-Committee feel that the Chief Engineer may be empowered to sanction imprest upto the limit of his powers pending concurrence of the Accountant General, in the case of a new charge created on a temporary or permanent basis. In fact it would be better if this power is delegated to all Administrative Departments/Heads of Departments Class I within specified limits. The relevant rule in the G.F.A.R. will have to be amended accordingly.

Power to purchase drawing materials.—The P.W.D. officers experience special difficulty in obtaining supplies of drawing material from the Government Press. The Sub-Committee feel that the P.W.D. officers may be empowered to purchase drawing material, with the exception of pencils, from the market without reference to the Government Press, subject to the limits of their financial powers. Infact the Sub-Committee feel that the Department may prescribe

limits upto which the drawing material can be kept in 'reserve stock' by the Central and divisional offices, so that frequent local purchases do not become necessary.

Routing of correspondence with other Departments.—At present correspondence in regard to supply of controlled material such as, cement, iron and coal is to be routed by the subordinate The Engineer. through the Chief this unnecessary of the view that is neer that the Superintending Engineer may be authorised to correspond directly with the Industries and Supplies Department and to place indents with them for the supply of these materials. The Sub-Committee endorses this suggestion of the Chief Engineer. Similarly correspondence regarding acquisition of land required in connection with the construction of roads and buildings is passing through the Chief Engineer's office. As the schedules are prepared by the Executive Engineers in consultation with the Collector of the District concerned and no changes are made either by the Superintending Engineer or by the Chief Engineer in the Schedule, the Chief Engineer feels that Executive Engineers should correspond directly with the Collector in this matter, and the Collector may send papers to the Government direct for publication in the Gazette as already ordered by the Government recently. This suggestion is also endorsed by the Sub-Committee.

Agriculture Department.

Power to enter into revenue yielding contracts.

The officers of the Agriculture Deptt. may have the same powers as have been proposed for the officers of the Forest Department.

P.W.D.—Electrical and Mechanical.

Schedule of Powers.—Till lately there was no Schedule of Powers for the Electrical and Mechanical Department. This led to considerable difficulty as Audit raised objections against the exercise of powers by the Departmental Officers. The Schedule now operative confers less powers on C.E. of this Department vis-a-vis the Chief Engineers of B. & R. and Irrigation branches. The Sub-Committee feel that the Chief Engineer of the E. & M. Department may also exercise the same powers which have been conferred on the Chief Engineers of the other two Departments subject to such modifications as may be necessitated on account of the difference in the nature of the works executed by the three Departments. (The Sub-Committee understand that the Rajasthan Power Project Committee have already ordered that the Chief Engineer, E. & M.

Department may exercise the same financial powers as are exercised by the other two Chief Engineers). The Sub-Committee are of the opinion that if the powers of the other two Chief Engineers are enhanced, the powers of the C.E., E. & M. may also be enhanced to the same extent. The Sub-Committee have, in making this recommendation, taken into account the powers delegated to the Chief Engineer, E. & M. by the Bhakra Control Board.

The C.E., E. & M. brought out in the course of the discussions that no power had been given to him to sanction remission of penalty. It was explained by him that delegation of this power was very necessary in as-much-as it often became necessary to remit penalties imposed on consumers for late payment of dues and the amounts being petty the trouble and expenditure in effecting the recovery thereof through the normal process of law was not commensurate with the benefit to be attained. The Chief Engineer is empowered to sanction write off of losses up to Rs. 250 in each case under item 27 of the Schedule of Powers contained in Appendix IV of the General Financial and Accounts Rules. The Sub-Committee feel that the Chief Engineer may be empowered to remit penalties up to a maximum of Rs. 250 in each case for valid and satisfactory reasons which may be recorded at the time the remission is ordered.

The Chief Engineer, E. & M. complained that he was experiencing special difficulty for want of powers to sanction advances for supplies in as-much-as the major part of the works programme of the Department in the Plan period was dependent on the timely supply of plant and stores. The Sub-Committee's recommendation in regard to delegation of this power to the various Heads of Departments are given at page 13 above. These recommendations were made keeping in view the difficulties specially experienced in the E. & M. Department.

P.W.D.—Irrigation.

Power to sanction original works.—At present the Chief Engineer exercises this power in respect of works which involve a cost not exceeding Rs. 25,000 in any one case, except in respect of works relating to residential or architectural buildings and electrical works. The Chief Engineer was of the view that this limit should be raised to Rs. 50,000 atleast. The Sub-Committee feel that the existing powers may continue so far as the departmental officers are concerned, but that some enhancement in the powers of the Administrative Department could be allowed. This power may be exercised subject to the condition that the percentage of return on the capital out-lay on the project calculated at the rates of

irrigation actually in force does not fall below the minimum laid down in the Rules, provided the necessary provision exists for the scheme in the budget. The other suggestion made by the Chief Engineer, Irrigation was that the Superintending Engineers may be empowered to accord administrative approval up to Rs. 20,000 or works of E. & I. under the major Head XVII and XVIII. The Sub-Committee feel that the power may be delegated to the Superintending Engineers in such cases up to a maximum limit of Rs. 10,000. The Chief Engineer wanted an increase in his powers to accord administrative approval to estimates for electrical works both for non-residential and residential buildings. The Sub-Committee do not favour an increase in the limits in so far as these two items are concerned. It is pertinent to point out here that the Chief Engineer, B. & R. has not felt any need for any increase in these powers though occasions for him to exercise the same are many more.

Power to accord administrative sanction.—In so far as the minor irrigation works are concerned, the Government have already delegated power to the Chief Engineer to accord administrative sanction for works of this class provided the percentage of return on the capital outlay does not fall below 4.5%.

Purchase of Tools and Plant.—The Chief Engineer complained that the power conferred on him for sanctioning purchase of stores of foreign manufacture under the entry at Serial No. 44 in the P.W.D. Schedule of Powers does not include power to purchase special tools and plant. He was also of the view that the existing limit of Rs. 10,000 was unduly low in as-much-as this limit does not enable him to make purchases of light machinery required for projects. The Bhakra Board have authorised the Chief Engineer to make purchases of stores of foreign manufacture up to a limit of Rs. 40,000. The Sub-Committee feel that in view of the reasons given by the C.E., there is no harm in increasing the limit from Rs. 10,000 to Rs. 40,000.

Power to create temporary establishment.—The Sub-Committee have considered the proposal of the Chief Engineer in regard to delegation of the power to him to sanction creation of temporary establishment for which provision exists in a project estimate, and their view is that the Chief Engineer should have the same powers as have been recommended for other Heads of Departments and no special treatment is called for.

Forest Department.—The Chief Conservator of Forests has framed comprehensive proposals regarding delegation of powers to officers in the Department. Such of the proposals as have been

found acceptable are given below:—

S.No.

Nature of power	Extent to which delegated up-to-date	legated	Extent to w	Extent to which proposed for delegation.
	Authority.	Extent.	Authority.	Extent.
o sanction Capital Expenditure.	:		(i) Chief Conservator of Forests.	(a) Purchase of stores, tools and plant including office and Rest House furniture up to Rs. 50,000.
	मिन्स्य जन्म संद्रापन जन्म		(ii) Conscrutor of Forests.	(b) Other items. Rs. 50,000. (ii) Conservator (a) Purchase of stores, tool of Forests. and plant excluding office and Rest House furniture up to Rs. 2,000.
	À		(iii) Divisional Forest Officers.	(b) Other Items Bs. 5.000. (a) Purchase of stores, tools and Flant excluding office and Rest House furniture in to

up to ... Ks. 2000 (b) Other items up to Rs. 500. Remarks—
(1) Power to sanction purchase of furniture shall

chase of furniture shall not be exercised in respect of purchase of furniture for residential buildings. Such purchases will require sanction of Government.

		ADMIN	ISTRA	HON E	ENQUIRY	COMMITTEE	REPORT	4
Chief Conser. Up to Rs. 500 for any one rator of Forests office.		Upto Rs. 100 in each cests.	Upto Rs. 50 in each case.	Upto Rs. 10 in each case.	Upto Rs. 100 in each case. Upto Rs. 50 in each case.	-op-	Chief Conser. Upto Rs. 2,000 in cach case. vator of Forests. Conservator of Upto Rs. 500 in cach case. Forests.	Upto Rs. 5,000
		Chief Conservator of Fo.	Conservator of Forests,	Divisional Forest Officer.	Chief Conservator of Forests.	do.	hief Conser. I vator of Forests. Porservator of E	Chief Conservator of Forests.
Up to Rs. 250/. for any one office.		:					Upto Rs. 500 Chief Conserin any financial vator of Forests. year. Conservator of Forests.	Upto Rs. 2,000
C.C.F.		:		71	:	:	C.C.F.	C.C.F.
. To sanction permanent advance in respect of subordinate offices.	Rewards-	4. To grant rewards in forest cases.			 To sanction rewards for putting out fires to any Government servant or other person. 	To sanction grant of rewards to a subordinate rendering to the State meritorious service of an exceptional character in discharge of his duties.	Experimental operations.	To sanction charges in connection with the preparation of forest maps.
က်		4			ro,	త	r:	øj.

	S. No. Nature of power	Ħ	Exte	at to w up-to	Extent to which delegated up-to-date	ted	Extent fo	Extent to which proposed for delegation
1			Authority	ty	Extent	ددا	Authority	Extent
			Conservator of Forests and Divisional Forest Officer.		Upto Rs. 200.	200.	Conservator of Forests.	Upto Rs. 2,000 provided the expenditure can be met from the Budget grant of the Conservator concerned.
9.	Fire protection.		Chiet Conser- Taken Take	onser- forests.	Conser- Rs. 1,000 Forests. annum.	a C	Chief Conserva. tor of Forests, Conservator of Forests and Divisional Forest Officer.	Full powers subject to Budget provision.
10.	Purchase and repair of furnitute.	ture.	Chief Conservator & Conservator & Divisional Forest Officer.	ker- kests.	Rs. 1,000 per annum. Rs. 100 per annum.	per per	Chief Conserva-Same potor of Forests. of ston Conservator of Rs. 500 Forests. Divisional Forest Rs. 200 Officer. Subject	Same powers as for purchase of stores. Rs. 500. Rs. 200 Subject to Budget provision.
=	Instruments, minor e apparatus including	equipment and tools & plant.	Chief Conservator of Forests.	Conser- Forests.	Rs. 1,000 per annum.) per	Chief Conserva-	Same powers as for purchase of stores provided Budget provision exists & tenders
			Conservator of Forests & Divisional Forest Officer.	or of £ Divi- Forest	Rs. 100 annum.	per	Conservator of Forests.	are invited. Upto Rs. 2,000 provided Budget provision exists and tenders are invited.

Authority Competent to sanction temporary establishment. Government. Initial supportance tents and capting the guipment quires the tion of Government. The Head of Department sanction endividual chase. C. C. F. Banction endividual chase. The Head of Department sanction endividual endividual sanction endividual endividual endividual endividual endividual endividual endividual endividual endividual endividua						
Authority Competent to sanction temporary establishment. Government.	Same powers as for purchase of stores. Rs. '1000 in each case.					Upto a limit of Rs. 50 in each case; provided the Superintendent, Government Press is unable to do the work.
Authority Competent to sanction temporary establishment. Government.	Chief Conserva- tor of Forests. Conservator of Forests.	Chief Conserva- tor of Forests.	Chief Conserva- tor of Forests.	Conservator of Forests.	Chief Conserva- tor of Forests and Conserva- tor of Forests.	Divisional Forest Officer.
	:	:	Initial supply of tents and camp equipment requires the sanction of Government.	The Head of the Department can sanction each individual purchase.	Upto a limit of Rs. 500 in each case who may delegate it to head of offices subordinate.	to them who may exercise these powers subject to a limit of Rs. 10 in each case and Rs. 100 per annum; provided the
Live-stock including animals for Zoo. Section writing and copying and translation work at piece work rate. Tents and camp furniture. To get printing work done at other than Government Press.	:	Authority Competent to sanction temporary	Government.	स्याप्तिक जय सन्यमेन जय		
		Section writing and copying and translation work at piece work rate.	Tents and camp furniture.		To get printing work done at other than Government Press.	

15.

S. No.	Vo. Nature of power	Extent to	Extent to which delegated up-to-date	Extent to which proposed for delegation	t to which proj	posed
		Authority	Extent	Authority		Extent
			Superintendent of Government Press is unable to do the work.			
16.	To sanction purchase of games material and prizes for the students of Forest Schools.	. {	:	Divisional Forest Officer Incharge of	Upto a	Upto a limit of Rs. 300.
17.	Monetary limit upto which expendi- C. C.F. ture may be sanctioned in each case.	C. C. F.	Recur. Non-re- ring. curring Rs. Rs. 500 2,000	C. C. F. Conservator of	Recurring. Rs. 20,000	Non-r
		Forests & Divisional Forest Officer.	20 200	Forests. Divisional Forest Officer.	2,000 2,000	1,000
38.	To sanction purchase of stores, subject to Budget provision.	C.C.F.	Upto Rs. 20,000 the C.C.F. is authorised to	C.C.F. Re.	Re.50,000	Subject to Budget provision and pro- vided tenders are
			power, to such limits and restrictions as he	Conservator Rs. 5,000 of Forest.	000	
			may prescribe and subject also to provide that	Forest Officer. Rs. 1,000	1,000	

tenders are called for and lowest tenders are accepted.

Irrecoverable revenue.	Upto a limit For writing off of Rs. 1000 tents & choldaries a certificate of two		-	Vices Dic.			*Recoverable advances. Upto a limit of Rs. 250	in each case. * Valualle stores. Upto a limit of Rs. 5,000.	Upto a limit of Rs. 1,000.
	C.C.E.	Conservator of Forests.	Divisional Forest Upto a limit Officer.				C.C.F.	C.C.F	Conservator of Foresta.
•	a o 20	conditions:— (1) The loss does not disclose any defact of system	the rectifica- tion of which	Govt. sanction. (2) There is no	gence on the part of Govt.	may necessitate the recovery of a	partor whole or the loss from the	through whose negligence the loss was brought	about or may possibly call for disciplinary ac- tion requiring

सन्द्रमेन ज्ञान

nues, irrecoverable advances and To write off sums of irrecoverable reve-

19. Write off.

loans, and valuable stores.

S. No.	Nature of power	Extent to v	Extent to which delegated up-to-date	Extent to for c	Extent to which proposed for delegation
		Authority	Extent	Authority	Extent
			the orders of the Govt.	Divisional Forest Officer.	Divisional Forest Upto a limit of Rs. 100. Officer.
20. To dec	To declare any stores as surplus or	C.C.F.	Unto Bs. 5 000	<u>بر</u> ت	(Subject to the existing condtions).
dispos	eable and by public		Cools out out	Conservator of	Upto Rs. 5,000
21. To sanction	eruction. To sanction refund of denosits	वि			Upto Rs. 1,000.
		स्थान न्यान	by a contractor as security for the due perfor- mance of the contract by the authority compe- tent to sanction the contracts.		Deposits made by a contractor as security for the due performance of the contract by all heads of offices provided there has been no breach of contract.
22. To sand receipt	22. To sanction refunds of revenue or receipts of Department	C.C.F. Conservator of Forests.	Upto Rs.10,000 C.C.F. Up to Rs. 2,500 Conser This power is Fores subject to the	C.C.F. Conservator of Forests.	Upto Rs. 10,000. Upto Rs. 5,000
			following limitations (i) The claimant is legally entitled to the refund and where fees are	Divisional Forest Office r.	Upto Rs. 200 (Subject to limitations and conditions mentioned in column 4.)

remitted the remission is done by competent authority.

(ii) The credit is verified by the Treasury Officers.

reference to the against (iii) The origi. nal realisation refund is recororiginal entry in the prevent the is traced and cash book or ments so as to entertainment of double or other docuded the

(iv) The refund is drawn only on the demand and receipt of person entitled to the refund and not for deposit. pending demand.

ung demand. Rs. 1,000 per C.C.F. amum.

Without limit, except lease contracts for a period of more

23. Contracts—To execute contracts secu- C rity bonds and other instruments:

सन्द्रमेन नवन

S.No.	No. Nature of power	Extent to which delegated up-to-date	elegated	Extent to w	Extent to which proposed for delegation.
		Authority.	Extent.	Authority.	Extent.
	in connection with the Administration of forests and the business of the Department.			Conservator of Forests	than two years, for which sanction of Government will be required. Bs. 5000 in each case.
24.	Petty sales (not by public anction).			Divisional Forest Officer. C.C.F. Conservator of	Ks. 1000 m each case. Up to Rs. 1000 in each case. Up to Rs. 250 in each case.
25.	Contracts for a period exceeding one year irrespective of the value of the contract.	C.C.F.	Divisi Rs. 1000 per annum.	t Office tor of	The contracts exceeding one year but not exceeding two years, without limits. For contracts exceeding one
92	Leases for farming forest produce.			Forests. Chief Conserva-	Forests. year but not exceeding two years up to Rs. 5.000 per annum. Chief Conserva- With sanction of Government.
27.	27. To cancel or reduce the sale money payable under contract which they are empowered to execute. Buildings.			tor of Forests C.C.F.	With sanction of Government.
8.	28. To carry out subject to Budget provision in the case of buildings, the maintenance of which is entrusted to bim:—				

- Up to Rs. 25, 000 in each case.	Chief Conser. Full powers. vator of Forests:	f Up to Rs. 2000 in each case.	o- Up to Rs. 500 in each case.	a- Up to Rs. 25,000 in each, case.	book value of the building does not exceed Rs. 5000 and that a certificate from the Collector to the effect. that he has ascertain do the best of his knowledge after due enquiry that the buil ling is not wanted by any other Department and could not be conveniently utilised for any public puripos s. For buillings, exceeding Rs. 5000 in value with prior sanction of Government.
Chief Conserva- tor of Forests.	Chief Conse vator of Forests:	Conservator of Forests.	Divisional Forest Officer.	Chief Conservator of Forests.	Chief Conservator of Forests.
Up to Rs.5,000 in each case.	Full powers				
Chief Conserva- tor of Forests.	-ego-			हे स्त्रापन ज	
pecial repairs.				trative approval iginal works by rtment	r de molition of in the Forest r than residen.
(i) Original works & special repairs.	(#) Ordinary repairs			To accord administrative approval to projects for original works by the P.W.D. Department	To sanction sale or de molition of public buildings in the Forest Department other than residential buildings.
3	<u>:</u>			E	л. 1

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. Nature of power	Extent 10 which delegated up-to-date.	o which ip-to-date.	Exten	Extent to which proposed for deligation	52
	Authority	Extent	Authority	y Extent	
	Powers regarding e	Powers regarding establishment T.A. etc.	ė		AUM
iishment. First appointments.					INISTR
(a) Subordinate Service.	All appointments made by the Hea ty specially emp ment with the ap	All appointments to a subordinate service will be made by the Head of Department or by an Authority specially empowered by the Head of the Department with the approval of the Government.	vice will be ran Authori- fthe Depart- ment.	All first appointments to a Subordinate service will be made by the Head of the Department or by an Authority specially empowered by the Head of Department.	ಆಕ್ಷ-ಎಕ್ Wilow Eud∩ii
To order transfer of officers.	C.C.F.	All non-gazetted staff under him.	C.C.F.	Power to transfer Assistant Conservators and Sub-Divisional Forest Officers and Range Officers from one division to another and appointments in the clerical and subordinate establishments between the offices of Conservators and Divisional Forest Officers.	tant Divi- one one iish- onal
		Con: Fo	Conservator of Forests.	Power to transfer Range Officers and clerical subordinate establishment from one office to another, but no power to alter the number of posts from one office to another.	

Divisional Forest Power to transfer range subclerical within establishment from range to another his division. ordinates Officer.

Chief Conservator Upto a limit cf 2 months for of Forests.

C.C.F.

3. Power to grant all kinds of leave.

all officers he has power to ransfer provided no transfer in leave arrangement is involved. He can delegate this power to any or all of

nis subordinate officers.

two months for Up to a limit of all officers he has power to transfer provided no transfer in leave arrangement involved Up to a limit of Rs. 100 in each individual case and subject to the proviso that in of overdrawals are due to the exercised up to an aggregate the case of any one establishment in which a number same cause the power can be maximum of Rs. 500.

Subject to the following conditions :-

(i) that the money is drawn

that no defect of system in good faith. (£)

is disclosed, that the overdrawal has not involved other expend ture requiring reference to Government, (1;E)

Officiating pay or promotion pay servants belonging to subordinate services under their administrative 4. Power to waive recovery in indiviirregularly drawn by Government control on pay of not more than dual cases of excess leave salary Rs. 50 p.m.

Chief Conserva-

& Conservator tor of Foresta

of Forests.

Full Powers. Conservator of Forests.

> Power to relax the conditions with regard to appointment of Forest

ıç.

any part of an honorarium or fee paid from an outside source for work done during official time may be paid to the Government servant

Power to direct that the whole or

ô.

guard.

to sanction the acceptance Up to the limit of his power of the honorarium or fee. Chief Conservator of Forests.

tor of rests

Full powers. Chief Conserva-

;

Power to post and transfer officers

۲.

who did the work.

(under training) as attached Officers or Incharge of Ranges.

Power to appoint to a non-gazetted post a person who is more than 25 years of age. **60**

:

Subject to approval of Go. vernment in each individual

Conser. of Fo-

Chief vator **case.**

rests.

Travelling Allowance.

 To prescribe Government servants' headquarters.

nate, ministerial Conservator of Forests, full powers to C.C.F. Head of Departcases of subordiand Class Brvioe. ment

Full powers with respect to subordinate, ministerial and Class IV service working in his circle. Full powers with respect to all services.

For temporary posts only provided the allowance grant ted does not exceed the amount sanctioned for permanent posts of the same category.

C.C.F.

C.C.F.

Power to grant permanent monthly travelling allowance.

Power to grant monthly conveyance allowance or house allowance. m

Power to decide the shortest of two or more routes. ij

Power to permit exchange of daily allowance for mileage during the whole period of tour. ĸ

change of daily for mileage allow-To impose restrictions on the exance by non-gazetted, ministerial

C.C.F.

C.C.F.

Full powers.

dual cases of Government By special order in indiviservants whose pay not exceed Rs. 100

Full powers.

C.C.F.

100,0	Nature of power.	Extent to which delegated up-to-date	o which up-to-date	Extent to	Extent to which proposed for delegation
		Authority	Extent	Authority	Ext nt
	or Class IV servants travelling in public or hired conveyance.	:	:		
4.	7. Power to allow the actual cost of maintaining a camp during a sudden journey away from it.	:	:	C.C.F.	By special order in individual cases.
ø.	Power to prescribe the scale of camp equipment, servants, horses etc. to be carried out at Government expense by Government servant allowed to recover the actual cost.	स्त्रमेन :		C.F.	-op-
*	Power to permit the recovery of the actual cost. of conveying camp equipment, horses, camels, motor cars etc.	न्यने नयने		C.C.F.	By special order in individual cases but not as regards horse drawn vehicles and more than two horses.
10	Power to limit the number of conveyance etc. and the weight of camp equipment carried on tour.	:	:	C.C.F.	By special order in individual cases.
11.	Power to permit the recovery of the actual cost of maintaining camp equipment during a halt actor near the headquarters.	:	:	G. C. F.	By special order in individual cases.
1 2.	Power to prescribe the scale of tents to be carried at Government expense on transfer.	:	: "	G. C. F.	Full powers.

increase in the sanctioned cadre of the subordinate

services is involved

provided

:			
13. Power to allow the actual cost of a	journey to appear before a Medical	Board preliminary to voluntary	retirement on invalid pension.

Power to permit a Controlling Officer to delegate his duty of countersignature. 14. Power

Subject to the delegation being made only to a Gazetted Officer who is immediately subordinate to the control-Chief Conservator of Forests.

Full powers.

C. C. F.

ling officer and is working in

his own office.

Administrative Power

1. Power to sanction formation and

redistribution of divisions,

2. Power to sanction the fermation

and redistribution of Ranges.

Government.

Full powers Chief Conservator of Forests.

Chief Conservator of Forests.

Power to deal on his own authority with professional questions such as

working plans, fire protection and silvicultural operations generally.

4. Power to correspond direct with Inspector General of Forests to

Full powers.

Full powers in all matters of professional interest, Chief Conservator of Forests.

Chief Conserva-

Full powers. The final reports will require the sanction of Government. tor of Ferests.

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5. Power to deal finally with all the preliminary working plan reports.

Government of India.

administration of the department: 6. Power with regard to internal

3. No.	Nature of power	Extent to which delegated up-to-date.	o which -to-date.	Extent to v	Extent to which proposed for delegation.
		Authority.	Extent.	Authority.	Extent.
1. Supervi plans.	Supervision in framing of working plans.	:	:	Chief Conserva- tor of Forests.	Full powers.
2. Submiss	Submission of completed working plans for sanction of Government.	:	:	Chief Conservator of Forests.	Full powers.
3. Checking tioned	3. Checking control forms for sanctioned working plans.	:	:	Chief Conserva- tor of Forests.	Full powers.
4. Sanction Workin	4. Sanction of deviation from sanctioned Working Plans.	सन्दर्भव जयने		Chief Conserva- tor of Forests.	To sanction excess or deficit fellings in deviation from the prescription of a Working Plan, provided that such deviation does not amount to a permanent alteration in the general scheme of management.
5. General co produce.	5. General control over sale of Forest produce.	:	:	Chief Conserva- tor of Forests.	Full powers.
6. Annual port.	6. Annual Forest Administration Report.	:	:	Chief Conserva- tor of Forests.	Full powers.
7. Power to and is sary is working	7. Power to control all Forest Officers and issue any instructions necessary for the administration and working of forests.	:	;	Chief Conservator of Forests.	Full powers.

Forest Act otherwise prohibited in

reserved Forest.

va. Full powers under the Rules.	va. Full powers.	Fo. Full powers.	va- Full powers.	of Full powers subject to the condition that prior sanction of the Commissioner of the Division concerned has been obtained.	rva. Full powers. sts.	-op-	rva- Full powers. sts.
Chief Conserva- tor of Forests.	Chief Conserva- tor of Furests.	Divisional Forest Officer.	Chief Conserva- tor of Forests.	Conservator of Forests.	Chief Conserva- tor of Forests.	·op-	Chief Conserva- tor of Forests.
:	:	:	:		र्थे । १९८० स्थापन ज्यान	:	:
8. To authorise destruction of useless record.	9. To permit alienation of rights of pasturage or to forest right.	10. Power to publish translation of noti- fication of reserved forests.	 To permit alienation of rights of pasturage or to forests rights in reserved forests. 	12. Power to stop ways and water courses in reserved forests subject to provision of Rajasthan Forest Act.	13. Power to notify seasons during which the kindling etc. of fire is not prohibited, and to permit the clearing or breaking up of land for cultivation or any other purpose.	14. Power to declare and publicly notify any reserved or proteoted forests or portion of such forests to be altogether closed against hunting, shooting and fishing for such periods as may be necessary when it is desirable in their judgment so to elose such forest or portion of forest.	 To permit acts specified (c), (d), (f) & (g) of Sec. 26 of the Rajasthan

S. No.	Nature of power	Extent to which delegated up-to-date.	which to-date.	Extent to w	Extent to which proposed for delegation.
		Authority.	Extent.	Authority.	Extent.
16. To pern in pro	 To permit acts otherwise prohibited in protected forests, 	:	:	Chief Conserva- tor of Forests.	Full powers.
17. To'notii	17. To notify depots for drift timber etc.	:	:	Divisional Forest Officer.	Full powers.
18. Power t of drif	18. Power to issue notice to claimants of drift timber etc.	:	160	-op-	-op-
19. Power to ber etc.	 Power to decide claims to drift tim- ber etc. 	भूगो संगोध		- op -	-op-
20. Power accour	20. Power to receive payments on account of drift timber etc.			-op-	-qo-
21. To direc	21. To direct release of property seized.	:	5	-do-	-do-
22. Power t	22. Power to compound forest offences.	;	:	-qo-	Full powers under Rajas-
23. Power to to surimap o	23. Power to enter upon any land and to survey, demarcate and make a map of the same.	:	:	Any Forest Officer not below the rank of a Ranger	do-
24. Power o attend produc	24. Power of Civil Courts to compel the attendance of witnesses and the production of documents.	:	:	l Fo- icer.	Full powers within his jurisdiction.
25. Power to loffences.	25. Power to hold an enquiry in Forest offences.	:	:	Divisional Forest Officer.	-op-

of v	•	:	Divisio
when summoned by Forest Officers.			rest (

Should obtain the sanction of Conservator of Forests to as the expenditure cannot be foreseen it may be incurred when necessary but sanction must be applied for such an expenditure immediately. onal Fo-Officer.

Chief Conservator and within their respective sional Forest Officers, Assistant Conservators permanent or temporary employment will have charges, the Conservator of Forests, all Diviof Fcrests, Sub-Divisional Forest Officers, Forest Rangers, Deputy Rangers, Forestors, Head Guards and Forest Guards whether in power to act as Forest Officer.

Full powers. Divisional Forest Officer.

28. To take possession of and sell forest

produce for Government dues.

29. Power to act as public prosecutor in cases in which the Forest Depart-

Throughout Rajasthan. Chief Conservator of Forests, Conservator of Within their jurisdiction

andConservator of rest Officers. Divisional Forests, Forests.

Assistant Conservator of Forests and Sub-Divisional Forest Officer. Divisional

Full powers.

rest Officers.

the local limits of their jurisdiction. travention of its provisions within 30. Power to disarm any person going armed without a license or in conment is the complainant.

27. Power to act as Forest Officer,

Development and Community Projects Department.—The Development Commissioner (now designated as Planning Commissioner) and the Director of Development have both been invested with the powers of Heads of Departments Class I. In addition to the financial powers normally exercised by a Head of Department Class I, the Development Commissioner exercises several extra powers also. The Director of Development has favoured the Sub-Committee with detailed proposals regarding further delegation of powers which he considers necessary. The Sub-Committee have considered these proposals and they find that the general recommendations made by them in regard to further delegation of powers to Heads of Departments Class I would meet the requirements of this Department also in a large measure. The following suggestions of the Director of Development, however, merit special consideration:—

1	powers.	Power proposed	Remarks.
Development Commissioner (now called Planning Commissioner).	Nil	Rs. 25,000 each scheme.	As recommended by the C.P.A.
Director of Develop- ment.	Nil	Rs. 10,000	-do-
(2) To sanction loans	within t	he approved program	me.
Development Commissioner (now called Planning Commissioner). Director of Development	Nil	As per Taccavi Rules.	
	pproved programs timent. Development Commissioner (now called Planning Commissioner). Director of Development. (2) To sanction loans Development Commissioner (now called Planning Commissioner).	pproved programme with the property of the programme with the property of the programme with the property of the programme of the property of	Development Commis. Nil Rs. 25,000 each scheme. Planning Commissioner). Director of Develop- Nil Rs. 10,000 ment. (2) To sanction loans within the approved program Development Commissioner (now called Planning Commissioner). Director of Develop- Rs. 25,000 each scheme. Rs. 25,000 each scheme. Rs. 10,000 ment. Rs. 10,000 ment. As per Taccari Rules.

Backward Classes Welfare Department.—The Director Backward Classes Welfare Department has proposed that the powers exercised by a Head of Department Class I be delegated to him along with some extra powers. The suggestions made by the Director have been considered and the Sub-Committee are unable to find justification for enhancing the financial powers of the Officer. The post has so far been held up by a comparatively junior officer and, there does not appear to be any likelihood of the post being filled in at any time from amongst the senior Administrative Officers in the State. The delegation of financial powers implies increased responsibility which it would, perhaps, be not proper for a junior officer

to shoulder. The Department is directly under the Additional Chief Secretary who is also the Planning Commissioner and, as such, can exercise all the powers normally exercised by a Head of the Department of the First Class in respect of this Department also. The Director has also proposed delegation of powers to officers subordinate to him. The Sub-Committee do not have sufficient material available before them to make firm recommendations in the matter. Considering that under the various Rules, Heads of the Departments are empowered to delegate powers to their subordinate officers up to the limits of powers enjoyed by the former, in consultation with the Administrative and Finance Departments, (as the case may be), the Director may take up this matter separately with the Government.

Miscellaneous.—Some proposals have also been received from the Settlement, Home (Police) and the Printing and Stationery Departments. These Departments are not directly concerned with the execution of the programme under the Five Year Plans and, therefore, the Sub-Committee do not consider it necessary to discuss their proposals in this Report. The Sub-Committee, may, however, mention incidentally that recommendations made by them in regard to further delegation of powers to various Officers which are of general application would, mutatis mutandis, apply to the Heads of Departments whose activities do not come within the ambit of the Plan.

As regards the special problems of these Departments, the Heads of the Departments concerned may take them up with the Government separately.

Redefinition of duties and functions of District Officer.—With the increasing expansion of the activities of Government in all spheres, and particularly of development and welfare activities, it has become necessary to redefine the duties and responsibilities of the District Officer, i.e. the Collector of the District. By virtue of his influence as Magistrate and Collector the District Officer is best equipped to enlist the active support of the people in the successful implementation of any major programme of development, such as those under the Five Year Plan; and he can effectively co-ordinate the development and welfare activities of different departments. The Sub-Committee, therefore, feel that all development and welfare duties should be squarely entrusted to the District Officer and that his responsibilities in this regard should be clearly defined.

The District Officer's control over development and welfare activities in the District will generally conform to the pattern of District Magistrate's control over the police. The organisational

and professional control of the police, up to the district level, is exercised by the Superintendent of Police; and above the district level by the Dy. Inspector General of Police and then by the Inspector General of Police. But, subject to certain restrictions, the general functional control over the Superintendent of Police is that of the District Magistrate and in the exercise of this control, the District Magistrate is guided by the Divisional Commissioner and by Government and not by the Police hierarchy. Similarly, while the organisational and professional or technical, control over officers of District rank in the various Development Departments should be that of the Departmental Superiors, the functional control in nontechnical matters should be exercised within certain limits by the The District Officer should not be burdened with District Officer. routine matters, establishment duties and technical matters of which he might have little knowledge. He should only be responsible for ensuring:-

- (a) that the development and welfare schemes are such as would meet the needs of the people;
- (b) that the time tables for various schemes are adhered to and targets attained in time;
 - (c) that there is no corruption;
- (d) that there is proper co-ordination, and difficulties in the execution of schemes are removed; and
- (e) that wherever necessary, people's co-operation is secured.

For this it is necessary that the District Heads of all Development and Welfare Departments should remain in close touch with the District Officer and seek his guidance and assistance; and on his part the District Officer should take keen interest in their work and help them in every way. The District Officer's guidance should, however, in the opinion of the Sub-Committee, be confined to the administrative fields and in technical matters the views of the technical officers should prevail, and supervision must come from their own technical superiors.

To make this arrangement successful all Heads of Departments will have to play an active role in establishing successfully these arrangements, and inculcating in their subordinates the right attitude towards the District Officer. The anxiety for safeguarding the Departmental rights, privileges, or prestige should give place to anxiety for furthering the object of Government as a whole and for speedy progress of work.

The Sub-Committee do not wish to go into the question in great detail as they feel that unless a decision is taken to re-orient the relationship of the District Officer with other officers at the district level, the labour involved in working out the detailed proposals would be fruitless. It would, perhaps, be advantageous to appoint a separate Sub-Committee for this purpose, if need be, later on.

Delegation of Powers within the Finance Department.—The Finance Departments everywhere have to face the charge of holding up schemes. The Finance Department of this State is no exception. Elsewhere in this Report a reference has been made to some of the factors which are responsible for the holding up of cases. However, the need for revising the procedure in that Department does exist. The distribution of the work among the various Officers of that some extent responsible for the delays Department is to sometimes in that Department. which occur expenditure proposal has first to go to the concerned Expenditure section from where it has to go to the Budget Section. A reference to the Rules Section may also be necessary for their advice about the rates of pay and Special pay proposed for staff of different categories—particularly in cases when a new category of posts is sought to be created. If the proposal involves creation of the post of an Accountant or Accounts Officer, reference to F.D., A. & A. also becomes necessary. Some delay is inherent to this procedure and cannot, perhaps, be avoided. Intersectional references should, however, be made at the level of the Assistant Secretaries, and important and urgent cases should be marked by name to the concerned Sectional Officer. This practice, it is stated already obtains in the Finance Department here.

The next question is at what level in the Finance Department cases should be finally disposed of. This question presents some difficulty.

The Rules of Business lay down that the Minister-in-Charge of a Department shall be primarily responsible for the disposal of the business pertaining to that Department and that cases shall ordinarily be disposed of by or under the authority of the Minister-in-Charge who may, by means of standing orders, give such directions as he thinks fit for the disposal of the cases. Each Minister is required, by means of Standing Orders to arrange with the Secretary of the Department concerned what matters or classes of matters are to be brought to his personal notice. The Finance

Minister has, in pursuance of these Rules, issued a Standing Order, copy whereof is at Appendix 'A'. As will be noticed, the present Standing Orders are unduly restrictive in their scope. existing orders even the Finance Secretary is empowered to sanction creation of non-gazetted temporary staff only when the annual expenditure does not exceed Rs. 5,000 and the period of the post does not exceed one year. Various new Schemes are being launched by the Government and implementation of the Schemes according to the schematic time-schedule is not possible unless necessary staff is provided without loss of time. The existing procedure apart from the fact that it is dilatory entails a good deal of duplication of labour in-as-much-as the same scheme has to go up to the Finance Minister more than once for orders—firstly for Administrative sanction to the scheme, then for sanction for creation of posts, and then again for sanction for advance from Contingency Fund if provision for the scheme does not exist in the Budget. Reference to the Minister should be made at the earliest stage and only once. Once the decision is taken to implement the Scheme, the case need not go to the Minister in connection with the proposal for creation of posts contemplated in the scheme or other like matters, because his concurrence to all these consequential proposals must be implied. Modifications in the approved scheme must not, however, be permitted without the Minister's orders.

The Ujwal Committee had in their Report recommended that the Finance Department should review the Standing Orders laying down the levels at which the work of various categories will be dealt within the Department and ensure that cases not involving substantial additional expenditure and urgent cases are disposed of as early as possible, at the lowest level. The Sub-Committee understand that the matter has been engaging the attention of the Departmental Officers and further delegation of powers at lower levels in the Department is under contemplation. Sub-Committee feel that of expeditious disposals of the cases in the Finance Department is aimed at, a delegation of powers to the Departmental Officers is necessary. this connection it may be mentioned that in other States or in the Government of India, there is no sanctioned monetary limit for each grade of Financial Officer. What an officer can authorise himself and what he must submit for orders is a thing which is regulated more by convention and practice than by orders. Copies of some Standing Orders issued by the Finance Department, U.P. in regard to internal distribution of work in that Department, are attached, (Appendix 'B') and these would show how much discretion is allowed to the officers there.

The Sub-Committee do not think it appropriate to make detailed recommendations about the delegation of powers at various levels in the Finance Department for obvious reasons.

They would, however, like to avail of this opportunity to give some broad idea regarding the scope of matters which should, in their opinion, go to the Finance Minister. The following type of cases should, for instance, be sent to the Finance Minister for final orders:—

- 1. Cases which under the Rules of Business are required to be submitted to the Cabinet.
 - 2. Cases where breach of Rules of Business has occurred.
- 3. Proposals which would constitute a departure from the policy of Government.
- 4. Proposals for amendments to Financial and Service Rules.
- 5. Proposals involving relaxation of Rules under the Extraordinary powers conferred on the Rajpramukh vide F.D. Notification No. T. 7 (5)-R/55 A, dated 16-7-1955.
- 6. Concurrence to new schemes not provided for in the Budget of the current year.
 - 7. Proposals for condonation of serious irregularities.
- 8. Proposals going counter to the recommendations of either the Estimates Committee or the Public Accounts Committee of the Legislature.
- 9. Proposals for writing off of losses or refund of revenue where the amount involved is Rs. 5,000 or more.
- 10. Proposals for creation of posts of the gazetted officers.

The following type of cases may be finally disposed of by the Finance Secretary:—

- 1. Proposals for purchase of Stores Full powers subject to Budget provision.
- 2. Proposals for advance from Full powers in respect of a new scheme approved by the Finance Minister.

- 3. Proposals for grant of Prizes, Full powers. stipends etc. according to the Rules framed by the Department
- 4. Proposals for creation of temporary posts of nongazetted staff expenditure on which will be incurred out of savings in the Budget of the year, and proposals for creation of permanent posts of non-gazetted staff for which the provision exists in the sanctioned scheme.

The following class of cases may be disposed of finally by the Deputy Secretary:—

- (1) Proposals for training of personnel in accordance with an approved scheme.
- (2) Proposals for purchase of stores involving relaxation of codal procedure up to Rs. 10,000. Deputy Secretary may, however, be authorised to sanction all purchases made through D.G.S. & D. without any limit.
- (3) Proposals for award of prizes, stipends, grant-in-aid according to the Rules framed by the Department provided the amount involved in each case does not exceed Rs. 5,000.
- (4) Proposals for drawal of advances for departmental purposes up to Rs. 10,000.
- (5) Proposals for creation of temporary posts of non-gazetted staff in accordance with a sanctioned scheme.
- (6) Proposals for creation of temporary Class IV posts expenditure on which is to be incurred out of savings.

The above list is illustrative and is not intended to be exhaustive.

With a view to securing expeditious disposal of the cases in the Finance Department it seems necessary further to draw up a Finance Department Manual. The Manual should contain in a concise and simple form the different provisions of the Financial Rules under convenient headings. Wherever necessary the working of important rules should be explained by suitable illustrations. The Manual should also give an idea of the points which should be kept in view in examining typical cases and should indicate at what levels the different types of cases should be finally disposed of A handy volume of this nature would be of considerable use not only in the Finance Department but also in the Administrative

Departments. The Sub-Committee would also like to avail of this opportunity to point out the need of having comprehensive Departmental codes or Manuals for the various Technical Departments, such as, Forest Department, P.W.D., Agriculture Department etc. Pending compilation of these Manuals, it would be better if the Departmental Manuals of the other States, such as U.P., Punjab are adopted. The Sub-Committee have made this suggestion because powers have to be exercised in the context of specified conditions. In the absence of Rules etc. indicating these conditions and the object for which powers are delegated, any delegation would be without proper basis and this may lead to serious irregularities.



PART II

Autonomous Boards.

Several Autonomous Boards and Committees with wide powers have, of late, been constituted for specific items of work. list of some of these Boards and Committees is given in the Appendix 'C'. Subject to certain limitations, all these Bodies exercise the same administrative and financial powers as are exercised by the Government. The Sub-Committee examined the Secretaries of some of these Boards/Committees in order to find out to what extent these Boards have succeeded in speeding up progress of work. After due consideration of the material and information made available, the Sub-Committee, have painfully come to the conclusion that most of the Boards and Committees have failed to serve the purpose for which they were created. It was revealed in the discussions that most of the time of the Committees and Boards was wasted in discussing whether Special Pay should be granted to specific individuals or not or in what grade a particular post should be. Though the powers of these Boards and Committees have been defined in more or less exact terms difficulties crop up from time to time regarding the construction to be placed on the language of the Order delegating the powers. In the case of most of the Boards a large number of high ranking officers have been made members thereof. has resulted in a stalemate because it is very difficult to get hold of all these officers at one and the same time. The case of the Underground Water Board which has all the three Chief Engineers as its members is a case in point. The strength of a Board should be the absolute minimum necessary. The Board should meet often and the agenda should be circulated well before-hand to the mem-Detailed notes on the various items included in the agenda should also be sent to the members sufficiently in advance so as to enable them to come prepared for taking decisions. A general complaint was that no opportunity was allowed to the members to obtain instructions from their Departmental Heads on controversial matters and that decisions were sought to be forced on them. tendency is undesirable, and would retard the successful working of the Boards. The Sub-Committee, after due consideration of the various issues involved in the matter, have come to the conclusion that the question requires to be gone into in greater detail general recommendations may not be of much help in relieving difficulties now being experienced. However, the following suggestions of the Sub-Committee could be considered as possible palliatives for some of the ills now existing:—

1. Boards and Committees which have a Minister as the Chairman and which are empowered to exercise the powers

of the Government, should also have the Finance Minister as a member. (This has been done in the case of the Power Projects Committee).

- 2. In cases where the Finance Minister is not a Member of the Board and the representative of the Finance Department objects to any proposal, the Board should record the objections raised by the F.D. representative and refer the matter to the Finance Minister for decision.
- 3. Where the Finance Minister objects to any proposal (either as a Member of the Board or on a reference to him) the matter should be referred to Cabinet for orders.
- 4. If the Board or the Committee have been empowered to create posts, that power shall be deemed to be restricted to posts of the Class already in existence in the Department concerned and at the emoluments sanctioned for posts of those classes under the Rules in force. Proposals for grant of pay at higher scales or for grant of special pay should be sent to the Finance Department in the normal course and should not be considered by the Boards.
- 5. Power to frame rules should be expressly conferred on the Boards/Committees if it is desired that the Board etc. should exercise this power. The conditions and limitations subject to which, and the objects for which this power can be exercised should be clearly defined.

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PART III

Role of the Block Development Officer.—The Sub-Committee have already expressed their views in regard to a redefinition of the duties and functions of the District Officer. The terms of the reference of the Sub-Committee include the question of whether the Block Development Officer who is really a Co-ordinating Officer, should not be given the financial powers by the different Departments with whom he is concerned so as to secure effective control and expeditious execution of schemes.

The Sub-Committee have pondered over the question and have come to the conclusion that it is not desirable to adopt this The B.D.O. is essentially a Co-ordinating Officer and must remain as such. If he is invested with powers which pertain to the departmental officers of the various development departments the possibilities of friction and mis-understanding would increase. The B.D.O. should play the same role vis-a-vis the Block Heads of All Development and Welfare Departments which the District Officer plays vis-a-vis the District Heads. In technical matters the views of the Technical Officers should prevail and supervision must come from their own technical superiors. In the administrative field the B.D.O. should come into the picture and provide the initiative, drive and assistance necessary for the successful implementation of the schemes. It is certainly not necessary to invest him with functional powers of any of the several development departments, such as, Co-operative, Agriculture etc., any more than it is necessary to invest a District Officer with similar powers vis-a-vis the District Heads of the Departments concerned.

Conclusion.—The Sub-Committee were required to submit their Report by the 20th October, 1955. Considering the wide terms of reference of the Sub-Committee, the time allowed for submission of the Report was too short and an extension had to be obtained. The Sub-Committee had to go into the proposals received by them in great detail and this naturally took some time. All these factors have contributed to the delay which has occurred in finalising the recommendations and submitting this Report.

The Sub-Committee avail of this opportunity to express their gratitude to the Administrative Departments and to all Heads of Departments for their co-operation, and particularly to those Heads of Departments who have favoured them with detailed proposals. The Sub-Committee also want to place on record their appreciation of the services rendered by Shri Harish Chandra Mehta, P.A. to

the Deputy Secretary, Finance Department (Expenditure), who had to devote extra time outside office hours to type out this Report.

The Sub-Committee conclude this report with the hope that the suggestions made by them would be acceptable to the Government and would help in solving many a difficulty now being experienced.

Sd/- Ram Singh, Chairman.

Shiv Shankar, Member.

G. K. Bhanot, *Member*.

M. G. Dalela, *Member*.

J. M. Lalwani,

Member-Secretary,

Sub-Committee,

Rajasthan Administration Inquiry Committee, Jaipur.

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APPENDIX 'A'

FINANCE DEPARTMENT

ORDER

Jaipur, December 1, 1954.

No. F. 29 (1)-F. II/54.—Rule 26 of the Rules of Business lays down that each Minister shall, by means of standing orders, arrange with the Secretary of the Department what matters or class of matters are to be brought to his personal notice. Accordingly with a view to ensure expeditious and efficient disposal of work in the Finance Department the work among the various officers shall be allocated as follows:—

Deputy Secretaries, Budget Officer and Assistant Secretaries shall work under the supervision, instructions and control of the Secretary.

Deputy Secretary Expenditure and Service Rules Accounts and Audit. and Regulations.

Deputy Secretary

Budget Officer.

Items of work detailed in appendix 'A' shall be attended to by him.

work Items detailed in appendix 'B' shall be attended to by him.

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Items of work detailed in Appendix 'C' shall be attended to by him.

The Deputy Secretary shall be assisted by two by two Accounts Assistant Secretaries.

Officers.

He will be assisted He will be in direct charge of the Section allotted to him and shall deal direct with the Sccretary.

The work amongst the Assistant Secretaries shall be allocated as detailed in appendix (D).

For quick disposal of work it is necessary that Assistant Secretaries and Deputy Secretaries assume responsibility and dispose of cases themselves and the whole work does not centralise with the Secretary alone. For this purpose degelation of authority is necessary. It is not possible to draw up an exhaustive list, but a

broad indication is given below:-

Nature of Power	Designation of Officers	Extent of Power
Reappropriations within a grant.	Secretary	Up to 20,000 in each case provided the general principles of reappropriation are not infringed.
	Budget Officer	Up to 5,000 provided permissible within rules and no recurring expenditure is involved.
Imprest.	op	Full Powers provided the limit suggested by Accountant General is not exceeded.
Advances to Govt. servants.	Deputy Secretary	Full powers provided admissible under rules and certificate of availability of funds is available.
Advances to Municipalities.	Secretary Deputy Secretary Asstt. Secretary	Up to 20,000. Up to 10,000. Up to 2,000.
Advances to others.	Secretary	Up to 20,000 subject to Budget provision.
Write off	Secretary Deputy Secretary	$_{ m Dp}$ to 10,000. $_{ m Dp}$ to 5,000.
Fire Relief Grants	Secretary Deputy Secretary Asstt. Secretary	$U_{ m p}$ to 10,000. $U_{ m p}$ to 5,000. $U_{ m p}$ to 1,000.
Sanction to new expenditure	Secretary	Provided total expenditure does not exceed Rs. 5,000 recurring and Rs. 20,000 non-recurring.

Nature of Power	Designation of Officers	Extent of Power
	Deputy Secretary	Provided total expenditure does not exceed Rs. 2,500.
F ension	Secretary	Full powers subject to limit prescribed in the rules.
Condonation of deficiency	Deputy Secretary	Up to 6 months.
Commutation of pension	Secretary	Full powers provided admissible under rules and funds are available.
	Deputy Secretary	Full powers provided admissible under rules.
	Asstt. Secretary	Non-gazetted Government servants provided admissible under rules.
Ways and Means arrangements	Budget Officer	Transfer from one Bank to another within the overdraft limit admissible. Transfer of funds over Rs. 10 lakhs should be brought to the notice of Secretary. Transfer of surplus funds from Sub-treasury to Treasuries.
Communication of Sanctions	Dy. Secretary Budget Officer Assistant Secretary	In all cases.
Allocation of funds at Finance Departments disposal to the Departments under it	Deputy Secretary Budget Officer	Full powers.

Creation of temporary posts (non-gazetted) Secretary	Secretary	Not involving expenditure of Rs. 5,000 per annum and for a period not exceeding one year.	
Maintenance allowances to families of gran-Secretary tees on resumption of lands held by them	Secretary	Up to Rs. 25 p.m. in accordance with rules.	Al
Fixation of Govt. servants at higher stages	Secretary	Non-gazetted posts.	DMI
Rewards and Honoraria	Secretary	Rs. 500 in each case.	NISTI
	Deputy Secretary	Rs. 250 in each case.	RATI
	*Subject to the condition that the rate of interest is not less than 4½% and the period of repayment does not		ON ENQ

The case of the following categories are to be put upto the Secretary:

exceed 5 years.

- Proposals involving relaxation of rules.
- Amendments to Financial and Service Rules.

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- Re-appropriations involving infringement of any of the rules governing reappropriations and those beyond Concurrence to recurring expenditure such as creation of posts or allowances. the fimits laid down above. က
- The Secretary shall comply with the provisions of the Rules of Business in so far as they make it obligatory on his part to bring matters to the notice of Minister. ö
- Deputy Secretaries may submit routine cases direct to the Minister. Important cases should be submitted through the Secretary. မ
- Assistant Secretaries shall submit routine cases in which no elaborate noting or opinion of Deputy Sectetary is necessary direct to Secretary. ÷
- Meeting at Secretaries' level-Deputy Secretaries concerned unless Secretary's personal presence is necessary. оċ

- Meeting at Minister's level-Deputy Secretaries unless Secretary's presence is necessary.
- Meetings of P.A.C., Estimates Committee etc. Secretary when required, otherwise Budget Officer or Deputy

In case there is a deviation from the rules and the deviation creates a procedent the paper should be submitted to the Minister if the Finance Secretary agrees with the Department. Secretary concerned.

BRIJ SUNDER SHARMA, Finance Minister.

GOVERNMENT OF RAJASTHAN FINANCE DEPARTMENT (R)

Dated Jaipur, the 1st December, 1954.

No. F. 29 (1)-F-II/54.

Copy forwarded for information to:--

- . Secretary to the Raj Pramukh.
 - Chief Minister.
 - Chief Secretary.
- Private Secretary to the Finance Minister.
 - Deputy Secretary (Finance).
- Deputy Secretary (Accounts).
- Budget Officer-cum-Assistant Secretary.
 - Assistant Secretary (Regulations). Assistant Secretary (Planning).
- Officer on Special Duty Finance (Temp.)
 - Accounts Officers.
- . Small Savings Officer (Temp).
- 3. All sections of the Finance Department.

Sd/. G. S. PUROHIT, Finance Secretary to the Government of Rajasthan.

APPENDIX 'A'

EXPENDITURE AND REGULATIONS SECTION.

A—Regulations.

- 1. Compilations, Interpretations and Amendments etc. of-
 - (a) Rajasthan Civil Service Rules—
 - (i) Pay.
 - (ii) Allowance.
 - (iii) Leave.
 - (iv) Pensions/Gratuities.
 - (v) Service Conditions—Foreign Service etc.
 - (b) House Rent and other Compensatory Allowances.
 - (c) Contributory and General Provident Fund Rules.
 - (d) Travelling Allowance Rules.
 - (e) State Life Insurance Fund Rules.
 - (f) Unification of Pay Scale Rules.
 - (g) Dearness Allowance Rules.
- 2. Compilation of circulars issued by Finance Department.
- 3. Maintenance of corresponding Central Government Rules with up-to-date amendments.
- 4. Compilation of directions of Central Government regarding expenditure and other financial matters.
 - 5. Scrutiny of proposals relating to:—
 - (i) Fixation of pay, special pay, personal pay etc.
 - (ii) Grant of duty allowances and compensatory allowances including house rent allowance.
 - (iii) Grant of compassionate allowances.
 - 6. Pensions, Gratuities.
 - 7. Commutation of pensions.
- 8. Re-Employment of pensioners and retention of Government servants after superannuation age.
 - 9. Fees and honoraria.

- 10. Expeditious disposal of pension cases—watching of.
- 11. Proposals relating to grant of Medical concessions and reimbursement of expenditure.
 - 12. Administration of Insurance Department.
- 13. Proposals relating to grant of loans and advances to Government Servants:—
 - (i) for purchase of conveyance,
 - (ii) for House-Building,
 - (iii) against Insurance Fund Deposits,
 - (iv) against P.F. Deposits.
- 14. Proposals relating to grant of scholarship and study loans.
- 15. Proposals relating to grant of loans and advances to Municipalities and local bodies.

B—Expenditure.

- 16. Scrutiny of proposals involving expenditure in excess of financial powers delegated to Government departments and subordinate authorities.
 - 17. Financial Scrutiny of New items of expenditure.
 - 18. Financial Sanctions.
- 19. Scrutiny of proposals relating to re-appropriation of funds.
- 20. Scrutiny of proposals for supplementary or additional grants.
 - 21. Economy measures.
- 22. Development Scheme—matters relating to expenditure connected with 5 Year Plan and Community Projects.
- 23. Examination of proposals for increase or reduction or abolition of taxes, duties, cess or fees other than Sales, Agriculture and Income Tax etc.

General.

- 1. List of sanctions communicated to the Accountant General.
 - 2. Precedents and Concurrence Registers.

APPENDIX 'B'

ACCOUNTS AND AUDIT SECTION.

- 1. General Financial and Account Rules. Treasury Manual. Prescription of forms and Departmental Manuals and references relating to rules in them.
 - 2. Inspection of departmental accounts.
- 3. Accounts of commercial undertakings and State Trading Schemes.
- 4. Control of the cadre of Accounts Officers and Treasury Officers.
- 5. Accountants and Accounts Clerks, recruitment training and Examination.
- 6. Embezzlements, defalcations, financial irregularities, writing off of losses and over payments and audit notes, watching of proceedings in embezzlement cases and recovery of amounts defalcated.
 - 7. Audit reports and instructions.
 - 8. Local Fund Audit.
 - 9. Control of departmental chests.
- 10. Recovery of loans and advances from State Banks, Jagirdars, individuals and other parties, maintenance of proper registers relating to them.
 - 11. Inspection reports on Treasuries and sub-treasuries.
- 12. Arrangements for Police Guards at the Treasuries and Sub-Treasuries.
- 13. Audit and inspection reports in respect of various schemes of Food and Supplies Department.
 - 14. Food Grain Accounts.
 - 15. Opening of Treasuries or Sub-Treasuries.
 - 16. Securities to be taken from Government Treasurers.
 - 17. Security Rules.
 - 18. Arrear claims relating to Defence services.
 - 19. Treasury Administration.
 - 20. State Banks Recoveries of Joans granted by

APPENDIX 'C'.

BUDGET AND WAYS MEANS SECTION.

A -Budget.

- 1. Compilation of Annual Financial Statement (Budget).
- 2. Scrutiny of Budget Estimates:

Receipts)
Expenditure) Both Capital and Revenue.

- 3. Preparation of Memorandum on Budget.
- 4. Preparation of Budget Speech.
- 5. Appropriation Bills.
- 6. Budget Manual.
- 7. Contingency Fund—Maintenance of accounts of.
- 8. Estimates—Debt and deposits.
- 9. Finance Committee and Finance Accounts.
- 10. Schedule of New Demands—Compilation of.
- 11. State Accounts.
- 12. Supplementary Estimates—Compilation of.
- 13. Estimates Committee of the Legislature.
- 14. Plan-Finance.
- 15. Public Accounts Committee and Appropriation Accounts.
- 16. Maintenance of Broad Sheets of Various Heads of Budget.
- 17. Constitution –Financial provision in the.
- 18. Budget—Central Government.
- 19. Instructions for preparation of Budget and proposals for New Expenditure.
 - 20. Forms relating to Budget.
- 21. Preparation of Notes and Statements in connection with Budget Estimates.
 - 22. Supplementary Grants.
 - 23. Estimating and Controlling authorities.

- 24. Drawing and Disbursing Officers.
- 25. Control of Expenditure:--

Past (Pre-April 1950) Liabilities and payments of lapsed deposits.

Other items under '57--Miscellaneous

XLIV/55. Superannuation Allowances and Pensions.

55A. Commutation of Pensions.

- 26. General Administration Report concerning Budget and Finance.
- 27. Distribution of Budget Literature to other Governments and State Departments.

B-WAYS AND MEANS.

- 1. Investment.-
- (a) Investment of cash balances in Government Securities, Fixed Deposit etc.
 - (b) Sale or redemption of securities.
 - (c) Collection of interest on securities.
 - (d) Renewal or encashment of fixed deposits.
 - (e) Investment in shares, debentures etc.
 - (f) Collection of dividends on the shares etc.
- (g) Watching the working of the concerns in which the State has invested funds.
- 2. Refund of income-tax deducted on interest on securities.
- 3. State borrowings.
- 4. Reduction or avoidance of debt.
- 5. Interest on debt.
- б. Administration of Public debt.
- 7. Ways and means fore cast.

- (a) Annual fore cast in connection with the budget and obtaining sanction of the Central Government for the incurring of the floating debt.
- (b) Monthly distribution of budget figures under all heads.
 - (c) Preparation of monthly fore-cast.
 - (d) Preparation of weekly fore-cast.
- 8. Banking—Reserve Banks and proposals relating to Bank Accounts.
 - 9. Budget estimates under the following heads:—
 - (a) XX—Interest- Interest realised on investment of cash balances.
 - (b) XXII—Interest on debt and other obligations.
 - (c) XXXII—Appropriation for reduction or avoidance of debt deposit heads etc.
 - (d) N-Public Debt.
 - (e) O--Unfunded debt.
 - (f) P-Deposits and advances-Deposits not bearing interest.
 - (g) A—Sinking Funds, Famine Relief Fund, Depreciation Reserve Fund—Electricity, Deposits of Local Funds, Departmental and Judicial Deposits. Civil Deposits, Advances not bearing interest, Advances repayable, Permanent Advances, Miscellaneous.
 - (h) S-Remittances-Remittances within Rajasthan.
 - 10. Rajasthan Central Co-operative Bank.
 - 11. Money, market reports.
 - 12. Funds—Famine Relief Fund and other trust funds etc.
 - 13. Federal Financial Integration
- 14. Refund of excess profit Tax deposits under Jaipur E.P.T. Act.

- 15. Bonds.
- 16. Royalty and salt compensation.
- 17. Share from Union Excise Duties.
- 18. Share from Income Tax divisible pool.
- 19. Foreign exchange.
- 20. Cash balances:—
 - (a) Fixing of maximum normal balances for treasuries every year.
 - (b) Review of weekly treasury and bank's cash balance reports.
 - (c) Preparation of weekly cash balance reports.
 - (d) Preparation of monthly cash balance statement.
 - (e) Watching the position of funds in treasuries.
- (f) Transfer of surplus funds from the treasuries and sub-treasuries.
- 21. Remittances of funds.
- 22. Opening of currency and sub-currency chest.
- 23. Preparation of a simple and progressive monthly statements of receipts and disbursements.
 - 24. Agreement with the banks conducting treasury business.
- 25. Remuneration to Banks conducting Government treasury, work.
 - 26. Resource of annual currency, coinage and legal tender.
- 27. Settlement of accounts with Central Government and Part 'A' and 'B' States.
 - 28. Departmental accounts with banks.

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ADMINISTRATION ENQUIRY COMMITTEE REPORT

- 29. Defence Savings and National Savings Scheme.
- 30. Maintenance of registers:-
 - 1. Interest collected on securities.
 - 2. Investments in securities, shares etc.
 - 3. Weekly cash balances.
 - 4. Monthly cash balances.
 - 5. Remittance Register.
 - 6. Loan received from the Central Government,
 - 7. Grant-in-aid received from the Central Government.
 - 8. Amounts received under various agreements.

APPENDIX 'D'.

STATEMENT SHOWING DISTRIBUTION OF WORK BETWEEN ASSISTANT SECRETARIES.

Assistant Secretary (Regulations).

- 1. Case pertaining to Fixation of pay, T.A., Schedule of Powers and other Rules and Regulations.
- 2. Scrutiny of proposals (i) involving expenditure in excess of financial powers delegated to Government Departments and subordinate authorities, (ii) New items of expenditure, (iii) Re-appropriation of funds, (iv) Supplementary or additional grants (v) Economy measures relating to the following Departments:—
 - (a) Revenue Department (including Treasuries).
 - (b) Forest Department.
 - (c) Political Department, Home and G.A.D. (including matters connected with Raj Matas, Princes and Political pensioners etc.).
 - (d) Judicial Department.
 - (e) Legislative Assembly.
 - (f) Election Department.
 - (g) Secretariat.
 - (h) S. S. and A. Board.

Assistant Secretary (Planning).

Scrutiny of proposals (i) involving expenditure in excess of financial powers delegated to Government Departments and sub-ordinate authorities, (ii) New items of expenditure, (iii) Re-appropriation of funds, (iv) Supplementary or additional grants, (v) Economy measures relating to the following Departments:—

- (a) Development (Planning and Community Projects etc.).
- (b) Agriculture Department.
- (c) Co-operative Department.
- (d) Education Department.
- (e) Medical Department.
- (f) Local Self-Government Department.
- (g) Public Works Department.
- (h) Relief and Rehabilitation Department.
- (i) Industries and Commerce Department.
- (j) Separate Revenue Department.
- (k) Civil Supplies.

APPENDIX 'B'.

GOVERNMENT OF UTTAR PRADESH

FINANCE (INSPECTIONS, ECONOMY AND REORGANISA-TION) DEPARTMENT

OFFICE ORDER

No. 1-631/X-1-1/1954, dated Lucknow, March 1, 1954.

In partial modification of the existing orders on the subject, the distribution of work in the Finance Department with effect from the afternoon of March 1, 1954, will be as follows:—

- 1. Finance (G-1) Department will submit all their cases to Shri S. K. Joshi, Assistant Secretary (G), who will put up all important cases to Joint Secretary for orders.
- 2. Finance (G—2) Department will submit Leave and Travelling Allowance cases to Shri S. K. Joshi, Assistant Secretary (G), and the remaining cases to Shri S. B. Mishra, Assistant Secretary (S). Assistant Secretary (G) and Assistant Secretary (S) will submit all important cases for orders to joint Secretary and to Deputy Secretary (A), Shri G. S. S. Sial, respectively. Deputy Secretary (A) will submit the more important of the cases coming to him from Finance (G—2) Department to Joint Secretary for orders.
- 3. Finance (A) Department will submit all cases to Shri Hidayat Husain, Assistant Secretary (A), for orders. Assistant Secretary (A) will submit all cases of any importance to Shri G. S. S. Sial, Deputy Secretary (A), for orders. Deputy Secretary (A) will submit the more important of the cases coming to him from Finance (A) Department to Joint Secretary for orders.
- 4. Finance (S) Department will submit Finance Department establishment cases to Shri K. S. Goyal, Under Secretary (E), for orders. Under Secretary (E) will submit the more important of those cases to Secretary for orders. Cases relating to gazetted officers under the administrative control of the Finance Department (including Superintendents of the Finance Department) and Government Treasurers will be submitted directly to Shri Bharat Narain, Deputy Secretary (S), who will put up the more important cases to

Secretary for orders. The remaining cases will be submitted by Finance (S) Department to Shri S. B. Mishra, Assistant Secretary (S), who will put up the more important of the cases relating to Local Fund Accounts, Co-operative Audit and Sales Tax to Shri Bharat Narain, Deputy Secretary (S), and the more important of the remaining cases to Joint Secretary for orders.

- 5. Finance (E-1) Department will submit all their cases to Shri N. C. Roy, Under Secretary (C), for orders. Under Secretary (C) will submit the more important of the cases to Secretary for orders.
- 6 Finance (E-2) Department will submit all their cases to Shri M. S. Chakravarty, Assistant Secretary (E) for orders. Assistant Secretary (E), will submit the more important of those cases to Joint Secretary for orders.
- 7. Finance (E-3) Department will submit cases relating to Relief and Rehabilitation Department and Transport Department to Shri Keshav Das, Under Secretary (B), who will put up the more important cases to Joint Secretary for orders. The remaining cases will be submitted by Finance (E-3) Department to Shri K. S. Goyal, Under Secretary (E), who will put up the more important of those cases to Secretary for orders.
- 8. Finance (B) Department will submit cases relating to the Merged States and cases relating to loans to Government servants to Deputy Secretary (A), Shri G. S. S. Sial, for orders. Deputy Secretary (A) will put up the more important of those cases to Joint Secretary for orders. The remaining cases from Finance (B) Department will be submitted to Under Secretary (B), Shri Keshav Das, for orders. Under Secretary (B) will submit the more important of the cases relating to the various, miscellaneous funds, such as the War Purposes Fund, the Victory Memorial Fund, the Collective subscriptions, etc., to Joint Secretary for orders, and the more important of the remaining cases to Secretary for orders.
- 9. Finance (I) Department will submit all their cases to Deputy Secretary (S), Shri Bharat Narain, for orders. Deputy Secretary (S) will obtain Secretary's orders wherever necessary.
- 10. Finance (P) Department will submit all their cases to Shri G. K. Nene, Officer on Special Duty, who will submit cases relating to the Taxation Enquiry Commission to Under Secretary (B) and the

emaining important cases to Secretary for orders. Under Secretary (B) will submit the Secretary the more important of the cases coming to him from this Section.

- 11. Joint Secretary will submit the more important cases coming to him from all sections of Finance Department to Secretary for orders.
- 12. For submission of the prescribed periodical statements, etc., and for purposes of making the prescribed periodical inspections of the sections, the officers will be considered to be incharge of the various sections as shown below:—
 - Finance (G-1) Department—Shri S. K. Joshi, Assistant Secretary (G).
 - Finance (G-2) Department—Shri G. S. S. Sjal, Deputy Secretary (A).
 - Finance (A) Department—Shri Hidayat Husain, Assistant Secretary (A).
 - Finance (S) Department—Shri S. B. Mishra, Assistant Secretary (S).
 - Finance (E-1) Department—Shri N. C. Roy, Under Secretary (C).
 - Finance (E-2) Department-Shri M. S. Chakravarty, Assistant Secretary (E).
 - Finance (E-3) Department—Shri K. S. Goyal, Under Secretary (E).
 - Finance (B) Department—Shri Keshav Das, Under Secretary (B).
 - Finance (I) Department—Shri Bharat Narain, Deputy Secretary (S).
 - Finance (P) Department—Shri G.K. Nene, Officer on Special Duty.
- 13. The above mentioned officers will kindly see that the work in the sections in their charge is disposed of without delay, that the prescribed periodical statements are prepared correctly and are submitted to the Secretary punctually and that the prescribed periodical

inspections of the sections are regularly carried out. The periodica statements relating to any particular section should be submitted to the Secretary through all the officers dealing with cases relating to that section

B. G. RAU,

Finance Secretary.

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All Officers and Sections of Finance Department.



GOVERNMENT OF UTTAR PRADESH FINANCE (ACCOUNTS) DEPARTMENT OFFICE ORDER

No. A-I-1221/X-10 (24)/52, dated Lucknow, May 19, 1952.

It has been decided that the write off of losses on account of fire or other such accidents, where the loss exceeds Rs. 10,000 shall ordinarily be sanctioned with the approval of the Hon'ble Minister in the Administrative Department, the Hon'ble Minister for Finance and the Hon'ble Chief Minister. Such cases shall be referred to the Cabinet only when Hon'ble Chief Minister has passed orders to that effect.

Sd/- B. B. LAL.

Joint Secretary.

To,

- (i) All Officers of Finance Department.
- (ii) All Sections of Finance Department.

GOVERNMENT OF UTTAR PRADESH

FINANCE (INSPECTIONS, ECONOMY AND RE-ORGANISA-TION) DEPARTMENT

OFFICE ORDER

No. 1-2284/X-1-1/1953, dated Lucknow, June 4, 1954.

In partial modification of the existing orders on the subject, the distribution of work in the Finance Department with immediate effect will be as follows:—

- 1. Finance (G--1) Department will submit all their cases to Shri S. K. Joshi, Assistant Secretary (G), who will put up all important cases to Joint Secretary for orders.
- 2. Finance (G-2) Department will submit leave and Travelling Allowance cases to Shri S. K. Joshi, Assistant Secretary (G), and the remaining cases to Shri S. B. Mishra, Under Secretary (S). Assistant Secretary (G) and Under Secretary (S) will submit all important cases for orders to Joint Secretary and to Deputy Secretary (A), Shri G. S. S. Sial, respectively.
- 3. Finance (A) Department will submit all cases to Shri Hidayat Husain, Assistant Secretary (A), for orders. Assistant

Secretary (A) will submit all cases of any importance to Shri G. S. S. Sial, Deputy Secretary (A), for orders. Deputy Secretary (A) will submit the more important of the cases coming to him from Finance (A) Department to Joint Secretary for orders.

- 4. Finance (S) Department will submit Finance Department establishment cases to Shri K. S. Goyal, Under Secretary (E), for orders. Under Secretary (E) will submit the more important of those cases to Secretary for orders. Cases relating to gazetted officers under the administrative control of the Finance Department (including Superintendents of the Finance Department) and Government Treasurers and Inspectors of Offices will be submitted directly to Shri Bharat Narain, Deputy Secretary (S) who will put up the more important of those cases to Secretary for orders. The remaining cases will be submitted by Finance (S) Department to Shri S. B. Mishra, Under Secretary (S), who will put up the more important of the cases relating to Local Fund Accounts, Co-ordinative Audit and Sales Tax to Shri Bharat Narain, Deputy Secretary (S), and the more important of the remaining cases to Deputy Secretary (A), for orders.
- 5. Finance (E-1) Department will submit cases relating to Planning and Coordination and the Ganga Khadar, Bharser, Dunagiri, Turai, Aizelgarh, Menu Magar and Kabhipur Schemes (under Grant No. 22) and the Mechanised States Farms and the Central Dairy Farm, Aligarh under Grant No. 23 and the related cases under Grant No. 17 to Shri Ram Gopal, Officer on Special Duty in the Finance Department, and the remaining cases to Shri M. S. Chakervarty, Assistant Secretary (E). Assistant Secretary (L) will submit the more important of the cases relating to education. Scientific Departments, Cooperative Credit and Grants No. 30 to 36 and 45 (i. e. Grants relating to Buildings and Roads) to the Joint Secretary for orders and the remaining important cases to Shri N. G. Ray, Under Secretary (C) for orders. Under Secretary (G) will put up the more important of the cases coming to him to Secretary for orders.
- 6. Finance (E-2) Department will submit cases relating to Stamps, Registration, other Taxes and Duties and Pensions to Shri M.S. Chakervarty, Assistant Secretary (E), and the remaining cases to Shri Ishtiaq Ali, Assistant Secretary (C) for orders. Assistant Secretary (E) and Assistant Secretary (C) will submit the more important of the cases to the Joint Secretary for orders.
- 7. Finance (E-3) Department will submit cases relating to Relief and Rehabilitation Department, the Government Cement Factory, and the Precision Instruments Factory (under the Industries Grants) to Under Secretary (C), Shri N.G. Roy; case relating to the Transport Department to Shri Ishtiaq Ali, Assistant Secretary (C) and

renaining cases to Shri K. S. Goyal, Under Secretary (E), for orders. Under Secretary (C), Shri N. G. Ray, will submit the more important of the cases coming to him to Secretary for orders, and Assistant Secretary (C) and Under Secretary (E) will put up the more important of the cases coming to them from this section to Joint Secretary for orders.

- 8. Finance (B) Department will submit cases relating to the Merged States and cases relating to loans to Government servants and cases relating to various miscellaneous Funds such as the War Purchases Fund, Victory Memorial Fund, the Collective Subscriptions etc., to Deputy Secretary (A), Shri G. S. S. Sial, for orders. Deputy Secretary (A) will put up the more important of those cases to Joint Secretary for orders. The remaining cases from Finance (B) Department will be submitted to Under Secretary (C), Shri N. C. Roy, for orders. Under Secretary (C) will submit more important of those cases to Secretary for orders.
- 9. Finance (I) Department will submit all their cases to Deputy Secretary (S), Shri Bharat Narain, through Shri R. C. Chatterjee, Officer on Special Duty, Economy Committee, for orders. Deputy Secretary (S) will obtain Secretary's orders wherever necessary.
- 10. Finance (P) Department will submit all their cases to Shri G. K. Nene, Officer on Special Duty, who will submit all important cases to Secretary for orders.
- 11. Joint Secretary and Shri Ram Gopal, Officer on Special Duty, will submit the more important cases coming to them from different sections of the Finance Department to Secretary for orders.
- 12. For submission of the prescribed periodical statements, etc., and for purposes of making the prescribed inspections of the sections, the officers will be considered to be incharge of the various sections as shown below:—

Finance (G-1) Department Finance (G 2) Department Finance (A) Department

Finance (S) Department Finance (E-1) Department

Finance (E-2) Department Finance (E-3) Department Finance (B) Department Finance (I) Department Finance (P) Department Shri S.K. Joshi, Assistant Secretary (G) Shri G.S.S. Sial, Deputy Secretary (A) Shri Hidayat Husain, Assistant Secretary (A)

Shri S.B. Mishra, Under Secretary (S) Shri M.S. Chakurvarty, Assistant Secretary (E)

Shri Ishtiaq Ali, Assistant Secretary (C) Shri K. S. Goyal Under Secretary (E) Shri N. C. Ray, Under Secretary (C) Shri Bharat Narain, Deputy Secretary (S)

Shri G.K. Nene, Officer on Special Duty.

13. The above mentioned officers will kindly see that the work in the sections in their charge is disposed of without delay, that the prescribed periodical statements are prepared correctly and are submitted to Secretary punctually and that the prescribed periodical inspections of the sections are regularly carried out. The periodical statements relating to any particular section should be submitted to Secretary through all the officers dealing with cases relating to that section.

B. G. RAU,

Commissioner for Financial Affairs-cum-Finance Secretary.

To

All Officers and Sections of Finance Department.



APPENDIX 'C'.

List of some of the important Autonomous Boards

- 1. Rajasthan Power Projects Standing Committee.
- 2. Rajasthan Hand-loom Board.
- 3. Rajasthan Handicrafts Board.
- 4. Rajasthan Khadi and Village Industries Board.
- 5. Loan Committee-Industries Department.
- 6. Underground Water Board.
- 7. Rural Water Supply Board.
- 8. Coal Purchase Committee for Power Houses.
- 9. Stores Purchase Committee of Education Department.
- 10. Project Execution Board, Alwar.

The Rajasthan Administration Enquiry Committee appointed the following Sub-Committee to go into the question of delegation of powers:—

Shri Ram Singh, I.A.S.,
Deputy Secretary, Finance Department I Chairman.

Shri Shiv Shanker, I.A.S., Deputy Secretary, G.A.D., (Now Collector, Udaipur)

Member.

Shri J. M. Lalwani, I.A.S.

Deputy Secretary, Finance Department (E)

MemberSecretary.

Shri G. K. Bhanot, I.A.S.,
Deputy Secretary, Industries and Commerce Department

Member.

Shri M. G. Dalela, R.A.S.,
Deputy Secretary, Irrigation, (Now Deputy Secretary, Education)

Member.

- 2. The terms of reference of the Sub-Committee were as under:—
 - (1) Review of the delegation of powers as it exists at all levels at the Secretariat, in the districts and in the offices of the Heads of Departments and the need for greater delegation at all levels in view of the expanded activities under the Second Plan.
 - (2) Scrutiny of those items under the financial rules where powers have been delegated but cannot be exercised without concomitant reference to some higher authority. Specific recommendations on rectifying this shortcoming which results in delay.
 - (3) The review of powers delegated to the so called autonomous boards constituted by the Government. How far have these boards resulted in quicker progress on works. The need for re-orientation in order to make the boards more effective.
 - (4) Consideration of the possibility whether the Block Development Officer, cannot be given powers by the different departments, so that their work may be supervised better and execution expedited.

- 3. The Sub-Committee's Report is appended.
- 4. We have examined the report and suggest the acceptance of the recommendations made by the Sub-Committee subject to the observations and modifications suggested below:—

General.

- 5. The Sub-Committee has dealt with general causes of delay in the Secretariat and has classified typical cases under the following categories:—
 - (1) Issue of administrative sanctions for schemes or projects,
 - (2) Sanctions for creation of posts,
 - (3) Appointments to posts, and
 - (4) Purchase of stores, material and equipment.
- 6. We accept the recommendations made by the Sub-Committee with regard to these cases and would like to add the following comments:—

Schedule of New Demands.

- (1) The present practice is that proposals for the Schedule of New Demands are taken up by the administrative departments some time between September and November each year with the result that, due to shortage of time, it is not generally possible to work out the proposals in detail in the originating department. Another disadvantage of this delayed action in the originating department is that the Finance Department are inundated with new proposals from all the departments of the Secretariat within a short period. In these circumstances, the Finance Department do not find it possible to scrutinise the proposals properly at the time they are put into the Schedule and consequently such examination is done by them later on, when, after the passing of the budget, the draft sanction on each proposal is referred to the Finance Department for endorsing a copy to the Accountant General. This deferred scrutiny also contributes in some measure to the delay in the issue of financial sanctions.
- (2) It would accordingly be useful if proposals for the Schedule are not deferred till September-November, but taken up in a regular flow all the year round upto the last date fixed for their acceptance by the Finance Department. This will give sufficient

time to all concerned for the proper formulation of a proposal and its scrutiny before its inclusion in the Schedule. Heads of Departments and departments of the Secretariat, as the case may be, should, therefore initiate such proposals for a subsequent financial year soon after the issue of sanctions on the schemes provided for in a current year's budget, that is to say, near about the month of May each year.

(3) The Finance Department should, on receipt of each such proposal, examine it in detail so that the necessity for any further examination after the budget has been passed may not arise.

Issue of financial sanctions after the passing of the budget.

- (4) The fact that a new item of expenditure has been approved by the Government does not, under the rules, justify the making of arrangements beforehand to incur expenditure on that item in the budget year and no liability is to be incurred until the necessary provision therefor appears in the budget as finally passed and the orders of Government to incur the expenditure have been received by Heads of Departments concerned. There is also the provision that the administrative departments of the Secretariat are responsible for issuing separate orders to Heads of Departments etc., regarding a new item of expenditure on receipt of advice from the Finance Department that the item has been provided for in the final budget. Thus, the primary responsibility for the issue of sanctions on new items of expenditure is that of the administrative department, though the co-operation of the Finance Department is also necessary before an administrative department—can fulfil this responsibility with expedition. So, if the schemes are properly examined in the adminisdepartment before they are trative sent to the Finance Department for inclusion in the Schedule, the delays that sometime occur in the Finance Department in subjecting the proposal to detailed scrutiny would be avoided and this would consequently mean speedier issue of sanctions after the passing of the budget than is the case at present. Sometimes, proposals are referred to the Finance Department near about the final date fixed for the receipt of new proposals in that department and sometimes even after the expiry of that date. These have to be reluctantly accepted by the Finance Department in their incomplete form, without any careful scrutiny, on the understanding that a detailed examination would be carried out later.
- (5) If the procedure described in paragraphs 2—4 above is strictly followed, there should be few occasions for any delay in the issue of sanctions on new schemes immediately after the commencement of a financial year. In order, however, that no bottle-neck may

again be created in the Finance Department by reason of all departments sending their department for concurrence simultaneously within a small compass of time, formal sanction orders should be drafted in the administrative departments after the Grant concerned has been voted by the Legislature and the drafts sent to the Finance Department for concurrence. This will provided a somewhat greater margin Department for clearing Finance of time to the files of all the than would be the case if the cases departments were sent to them all at once immediately after the commencement of a financial year.

- (6) In regard to such schemes as have been included in the budget after full scrutiny, the sanctioning draft will be sent by the administrative department concerned to the Finance Department within a fortnight from the passing of the Appropriation Act. In the Finance Department itself these drafts will be given priority attention so as to ensure that they are returned to the administrative department in about a week's time from the date of receipt of the file in the Finance Department. In this way, it should be possible for sanctions to issue in all cases within a month from the passing of the Appropriation Act.
- (7) There are a few cases in which a proposal is included in the Schedule at the last moment without any detailed examination either in the administrative department or in the Finance Department. In such cases, delay in the subsequent examination of the case could be greatly minimised if the officer concerned of the administrative department and the officer of the Finance Department resolved any points of difficulty by personal discussion. In such cases the Finance Department should not take more than a month at the most in approving the details of the scheme, and it should be possible for final sanction to issue within about a month from the passing of the Appropriation Act.
- (8) It also sometimes happen that, under the orders of the Cabinet, a lump sum provision is made for a scheme or group of schemes in the budget without the details having been first worked out. This is not altogether a satisfactory arrangement. In such cases also efforts should be made to minimise delay by adopting the procedure of personal discussion and taking other measures warranted by the circumstances of the case, so that it may become possible for the scheme to be finalised and put in formal shape in the form of sanction within a period of a month or so.

(9) The Finance Department sometimes seek information on specific points relating to a proposal for new expenditure. When the file comes back to the Administrative Department with these queries, the common practice is to refer the queries to the Head of the Department concerned. This should not be necessary. Each Administrative Department is expected to examine its schemes with sufficient care in all aspects before sending them to Finance Department and it should be possible for the department to answer such queries without any further reference to the Head of the Department. In rare cases, where a reference to the Head of a Department is necessary, this should invariably be done over the telephone or in person or by deputing an official to go to the Head of the Department and personally obtain all relevant information needed by the Finance Department.

Temporary Staff.

- (10) There are occasions when it becomes necessary, pending detailed scrutiny of a scheme, to sanction some staff temporarily for a period of a month or two. It has been decided that in such cases the sanction should be drafted to be operative "until further orders", that is to say, it should not be restricted to a specified period. If the final scrutiny of a scheme is inordinately delayed on the part of the administrative department itself, it will always be open to the Finance Department to withdraw sanction for the temporary staff.
- 7. With regard to the Sub-Committee's recommendation that standard scales of staff, furniture, uniforms and buildings be laid down for each unit wherever applicable, we would recommend an over-all general delegation of powers in respect of buildings only as follows:—

"Where a building in a scheme conforms to the standard pattern accepted by the Government and where budget provision exists, administrative sanction for the building may issue from the Head of Department concerned subject only to the condition that the selection of the town/village has been approved by the Government in the Administrative Department at the Secretariat"

- 8. We shall now go to consider the specific delegation of powers recommended by the Sub-Corrmittee.
- (a) With regard to recommendations of the Sub-Committee regarding officiating appointments, the recommendations are acceptable with the modification that the limit of Rs.500 mentioned by

the Sub-Committee should now be raised to Rs. 750 in view of the revised scales of pay now in force. This higher limit of Rs. 750 will apply to the cases of transfers also recommended by the Sub-Committee.

(b) The Sub-Committee's recommendations on the subject of advances for purchase of stores are acceptable subject to the following modifications:—

The advances may be made by a Head of the Department for purchase of stores in each case as under:—

- (i) Up to a maximum of 25% of the value of the order if the terms of the contract so provide.
- (ii) Up to a further limit of 65% against R/R or Shipping Documents if the terms of the contract so require it.
- (c) The recommendations of the Sub-Committee regarding rate contracts are acceptable but we would like to add the following comments:—

"Even for such articles as are not included in any rate contract by the Government of India, but which articles are in frequent demand by the State Government, rate contracts should be devised by the State Government on its own. For this purpose, it is suggested that a suitable Committee be appointed to compile the list of articles in respect of which the State Government should enter into rate contracts."

- (d) We do not accept the Sub-Committees recommendations with regard to petty purchases of stationery etc. We feel that a better method would be to ensure larger stocks in reserve at the various depots of the Directorate of Printing and Stationery. Once we have ensured that the Directorate of Printing and Stationery can supply the articles upon indent, the need for the kind of delegation suggested by the Sub-Committee would not remain.
- (e) The Sub-Committee's recommendations on advances for departmental purposes are acceptable subject to the proviso that all advances are duly and fully accounted for within six months of the drawal of such advances.
- 9. The Sub-Committee's recommendations in respect of specified items contained in annexure 'A' of Appendix VIII of the General Financial Rules are acceptable subject to the following observations:—
 - (a) Under the Agriculture Department the Sub-Committee has referred to the question of minor repairs to

departmental buildings and has rightly classified the issue as one of general application to all departments. Here we would like to say that ordinary annual repairs to Government buildings at district and sub-divisional Headquarters should still continue to be done by the P.W.D. Ordinary annual repairs to Government buildings situated at places other than district and sub-divisional Headquarters may be entrusted to the Heads of Departments subject to the availability of funds as recommended by the Sub-Committee. These recommendations do not apply to special repairs which should ordinarily be done by the P.W.D.

These recommendations are made irrespective of the special powers already delegated to the Forest Department in respect of buildings of the Forest Department.

10. Regarding the schedule of powers pertaining to the office of the Chief Engineer, B. & R., the recommendations of the Sub-Committee are acceptable subject to the following modifications to the power mentioned at Serial No. 12. We recommend that this be amended as follows:—

"The power to pass excess over the sanctioned amount, including electrical works sanctioned by themselves or by higher authority up to a limit of 20%, may be given to the administrative department. The power recommended by the Sub-Committee for the Chief Engineer is acceptable."

Here we would like to observe that the powers now proposed to be delegated to the Chief Engineer, B. & R., are equally applicable to the Chief Engineer, Irrigation, and that these powers should be delegated to the Chief Engineer, Irrigation, even if this has not been clearly recommended by the Sub-Committee.

11. With regard to the Sub-Committee's recommendations on the subject of recruitment of Assistant Engineers and Overseers, we would like to observe as follows:—

The Public Service Commission (Limitation of Functions) Regulations allow Government to make appointments in emergencies up to a period of six months without reference to Public Service Commission. In certain departments, including the Engineering Departments, the powers of Government have been further delegated to the Heads of Departments enabling them to make appointment up to a period of four months in cases of emergency. Recently, Government have issued detailed orders regarding the situations in which the powers of

emergency appointments should be utilised by the Administrative Departments. It has been laid down that such appointments on gazetted posts should be made with the concurrence of the Chief Minister. Reference to the Chief Minister is, however, not necessary in the case of Assistant Engineers, Civil Assistant Surgeons II and Veterinary Assistant Surgeons II. The Committee feel that there may be other departments also where the necessity for emergent appointments may occur frequently owing to the need to take up the execution of schemes simultaneously with the sanction of new posts. This matter may be gone into further. The list of posts to which temporary appointments may be made without reference to the Chief Minister should be revised annually.

- 12. We are unable to accept the recommendation for delegation in the P.W.D. of powers regarding the purchase of drawing materials and regarding the routing of correspondence with other departments. In both these cases we feel that the existing practice should continue. Our reasons for not accepting the recommendations of the Sub-Committee are that in view of our suggestion to maintain a larger reserve stock with the Directorate of Printing and Stationery, the power in respect of drawing materials will not be necessary. With regard to the routing of correspondence with other departments, we are apprehensive that the practice suggested by the Sub-Committee might lead to confusion and therefore we feel that the present practice should continue.
- 13. The Sub-Committee's recommendations on other items of the P.W.D. are acceptable except that under Irrigation, powers are required to be delegated to the Superintending and Executive Engineers also in the matter of purchase of tools and plant. We recommend that the Superintending and Executive Engineers may be authorised to purchase tools and plant of foreign manufacture to the extent of Rs.5,000 and Rs. 1,000 respectively.
- 14. We have carefully gone over the comprehensive proposals regarding delegation of owers to officers in the Forest Department. We are of the opinion that these comprehensive proposals put up by the Chief Conservator of Forests can serve as a model of schedule of powers for other departments and that in the light of our recommendations in respect of the Forest Department, such delegations may be made to other departments also on items of common application. The recommendations of the Sub-Committee with regard to the Forest Department are acceptable subject to the following modifications:—

- (1) The power classified at Serial No. 23 pertaining to contracts is acceptable in respect of the Conservator of Forest and the Divisional Forest Officer. However, the powers of the Chief Conservator of Forests, to begin with, should not be without limit but have an upper ceiling of Rs. 15,000 per annum.
- (2) With regard to the powers regarding first appointments, the recommendation about the Subordinate Service is acceptable subject to the modification that the Chief Conservator of Forests should not delegate his powers to officers below the rank of Divisional Forest Officer.
- (3) Similarly, under travelling allowance the power to allow actual cost of maintaining a camp during a sudden journey and the power to prescribe the scale of camp equipment, servants etc., will be exercised by the Chief Conservator of Forests subject to the Chief Conservator of Forests drawing up general instructions in the matter and getting them approved by the Government.

Procedure of work within the Finance Department.

15. The Sub-Committee apart from recording general observations did not make specific recommendations relating to the procedure of work within the Finance Department.

We are of the view that distribution of administrative powers within the Finance Department itself should be widened so that the Finance Secretary who is largely over-worked may be able to find time to devote himself to matters of policy and to cases of real importance. We have examined certain categories of powers which are of constant application in the matters regularly referred to the Finance Department. We append a list of such powers together with the recommendations on the level at which a particular matter should be disposed of in the Finance Department. We feel that the standing orders issued under the Rules of Business should be liberalised in the light of recommendations made in the statement appended.

- 16. Similarly, we have appended a draft order which may issue from the Finance Department giving a general delegation of powers to administrative departments to make minor alterations in the schemes in the course of their implementation. We are of the view that this delegation is necessary because of the large number of new schemes taken in hand every year.
- 17. A somewhat subsidiary matter, but one which is relevant to the present context, is the routine procedure for the disposal of

work within the Finance Department itself. For instance, there is some duplication in the treatment of files referred by the administrative departments to the Finance Department and there is also a tendency for elaborate noting. In the following suggestions we are only re-emphasizing the instructions contained in the Secretariat Manual:—

- (1) It is not necessary to write a precis of the letter under consideration unless it be voluminous. Where the point or points at issue have already been clearly set forth either in a letter on the file or in another self-contained note, they should normally not be reiterated, but officers should merely be referred either to the letter or the note in question. If it is necessary for the convenience of the officers for office to re-state the point of reference, owing to the fact that is not already clearly stated in one place, then the precis should be as brief as possible without omitting relative points. The same procedure should be followed in nothing on un-official cases or files received from other departments of the Secretariat.
- (2) Much of the unnecessary noting in the Finance Departarises in cases submitted through different sections. Admittedly certain references have to be considered by more than one section, but the notes in the various sections should form one running office note and not a succession of separate notes. When a case goes through another section, that section, should not, therefore, record a separate note beginning with the address Deputy Secretary. Officer on Special Duty, or Assistant Secretary, but should add to the previous section's note so that the whole may appear as one note. The designation of the officer through whom the note has to be submitted should be added at the beginning of the previous note. The latter section's note should take up the thread from the former note and should refer only to the point with which it is concerned. It will often be found that a section, although the case has to be referred to it on certain points, has no comments to make, or no objections to raise. In such cases all that is necessary is to say that "Finance (E) Department" or "Finance (Budget) Department" (or whichever section is concerned) "have no comments to make" or 'have no objection". Such a remark by office will indicate that the points at issue concerning that section have been fully considered.
- (3) When a case has to be submitted to a higher authority, care should be taken to see that the time of that authority is not wasted. In referring, therefore, to previous notes, it should be seen that the relevant and necessary notes are specifically mentioned, and the higher authority is given an indication of the pages which he need only see. In referring to a page on which a note or order has been recorded the date of the note or order should be mentioned in the

note and the number of the page on which it will be found should be mentioned in the margin. Similarly in referring to flags, the serial number of the letter or the page number of the file should be mentioned in the note and the flag named in the margin.

- (4) When a case is returned by the Finance Minister or the Cabinet with queries, no attempt should be made to discuss the case, and the note should be confined to answering the queries.
- (5) In order to relieve the Superintendent of any excessive burden of work and to avoid delay in the disposal of a case, selected assistants should be allowed to submit their cases direct to the officer concerned and not through the Superintendent. Each Superintendent, will therefore, in the light of the ability and efficiency of the assistants under him suggest one or two assistants to whom this authority may, in his opinion, be given. It must be clearly understood, however, that even in such cases the Superintendent will have full authority within his branch to say that a particular case or type of cases dealt with by that assistant must be submitted through him and, it should equally be open to the assistant who is given this authority to submit any case up through his Superintendent if for some reason he desires to do so.
- (6) Where the administrative department file refers to discussions at some meeting at which the Finance Department representative was present, the file should in the first instance be seen by the Finance Department representative who was present at the meeting and he should mark the file to the section for information only on such points as he may consider necessary.
- 18. In conclusion we would say that the Finance Department should start work on the preparation of a Manual as early as possible. In fact such Manuals should be drawn up by all departments to whom higher powers are now proposed to be delegated. These higher powers have to be exercised in the context of the special conditions prevailing in the State. It is, therefore, necessary that a Manual should be available to all officers giving an idea of the points which should be kept in view in examining cases and indicating at what level the different types of cases should be finally disposed of.

K.N. Subramania	n I.C.S.	Chairman
Kishen Puri	I.A.S.	\mathbf{Member}
B. Mehta	I.A.S.	Member
Kamta Prasad	I.A.S.	Member
G. S. Purchit	I.A.S.	\mathbf{Member}
B. N. Milhan	I.A S.	Secretary.

Jaipur May 2, 1958

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1. Re-appropriation with. in a grant, (i) Provided general principles of re- appropriation are not infringed, (a) Up to any ex- tent, BO FS/ FS/ (b) Up to Rs.10,000 AS/AO/ DS/BO if recurring ex- BO	AS/A0/ Addl. B0 FS/ FS/ AS/A0/ DS/BC	/ Addl. FS/ FS	सन्दर्भन नयन	Up to Rs. 25,000 if re. AS/BO D.S. curring expenditure	 AS/B0	D.S.	:
penditure is not involved.	نه			is not involved.			
				Up to Rs. 10,000 if recurring expendi- ture is involved.	AS/B0 D.S.	D.S.	
(ii) All other cases.	DS/BO FS		Dy. F.M. up to Rs. 10,000 recurring and up to Rs. 25,000 non-recurring. Rest are to be put up to F.M.	All other cases.	DS/BO F.S.		Dy. F.M. up to Rs. 15,000 re- curring and up to Rs. 50,000 non- recurring. Rest are to be put up to F.M.

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Nork:-In case of re-appropriations which are purely due to change in classification, to cover advances F.S. and F.M. and surrenders bas ed on the within the Revised Estimates approved by recommendations of the departments or within the figures adopted in the Revised Estimates, from the Contingency Fund, or which

B.O. will have full powers to convey sanction.

AS/BO DS/BO ...

in respect of Class IV staff involving expenditure not exceeding Rs. 5,000

AS/AO In respect of Class ment according to ture not exceeding IV staff and Ministerial establishstandard scale and involving expendi-

Rs. 10,000 p.a.

Dy. F.M. in case of gazetted **经** DS/ Addl. FS.

whose emoluments

BO/DS/AddlES/ 2. Allocation of Funds at AS/AO Finance Department's disposal to departments under it.

AS/BO(a) In respect of Class IV staff involving Creation of permanent

expenditure not exceeding Rs. 3,000 p.a. AS/AO (b) In respect of Class standard scales and IV staff & Ministure not exceeding terial establishinvolving expendiment according to 7,500 p.a.

(c) All other cases.

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 4. Creation of temporary posts carrying pay and allowances as admissible to posts of similar classes. (a) In respect of nongazetted posts which are to be created as part of the scheme which has already met with the approval of the Govt. and for the duration of the scheme. 		AS/AO D.S	do not exceed Rs. 750. Rest are to be put up to F.M.		;	:	:
(b) Ministerial posts for a period (in- cluding extensions)		AS/AO D.S	;	:	;	:	¥ r

not approved for in the budget subject to the condition that the expenditure is to be metout of the savings and the posts are not likely to be continued beyond the financial year of creation and that such posts are not required for replacing already oreated posts. (c) Class IV posts for a AS/AO D.S. period of 6 months (including extensions) subject to the condition that the expenditure is met out of savings.

Cases not involving AS/AO expenditure exceeding Rs. 20,000 p.a. and for a period not exceeding one year.

DS/ Addl. FS

> Dy F.M. in respect of Class IV servant staff, Ministerial establishment, and

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(d) Cases not involving AS/AO D.S expenditure exceeding Rs. 10,000 FS p.a. and for a period not exceeding one year.

(e) All other cases. DS/FS FS

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5. To incur expenditure under 'Contingencies' or to sanction purchases subject to budget allotment.	o ~ 1 +2		subordinate service for a period not ex- ceeding 2 years and inyolving, expendi- ture up to Rs.25,000 p.a.				
(a) UptoRs. 5,000 in each case provided—	1	AS/AO AS/AO	;	;	:	:	:
(i) no relaxation of codel procedure is involved; (ii) in the case of purchases the lowest priced offer is accepted.	15. S. 15						

(b) to incur contingent expenditure or sanction purchases up to Ra. Hakh subject to allotment provided thatbudget

- (i) the expenditure is not incurred by re-appropriation;
- is involved; and (ii) no relaxation of codel procedure
- (iii) in the case of purchases lowest offer technically acceptable accepted.

(ii) no relaxation of codel procedure is involv-(iii) in the case of purchases loed; and

AS/AO (c) to incur continup to Rs. I lakh subgent expenditure or sanction purchases ject to budget allot

curred by re-*ppropriation;

AS/AO D.S. (b) to incur contingent expenditure to budget allotor sanction purchases up to Rs. 2 lakhs subject ment provided that-

(i) the expenditure is not incurred by reappropriation west

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EXISTING	POWER			PI	PROPOSED POWER	D POW	ER
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(c) Up to any limit in the purchases are made through D.G.	if AS/AO	DS/ Addi.	मित्री <u>।</u> स्टिप्ट-स्टि	(ii) no relaxation of codel procedure is involved; (iii) in the case of purchases lowest offer technically acceptable is accepted. (d) As existing			
S.D. provided budget provision exists.		4					
(d) to incur expenditure under head contingencies or to sanction purchases of stores etc. up to	DS/ Addl. F.S.	R S	(e) C C C C C C C C C C C C C C C C C C C	ture under head contingencies or to sanction purchases of stores etc. up to Rs. 50,000 where relaxation of codel	D.S./ Addl. F.S.	F.S.	

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25,000 in each	where relaxation	odel procedure	nvolved subject	udget allotment.
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get allotment.

DS/ Addl. FS. (e) All other cases.

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Addl. AS/A0 DS: 9. To sanction advances of money for departmental purposes according to the budgetted (b) Up to Rs. 20,000 (a) Up to Rs. 10,000 in each case. in each case.

amount.

Dy. F.M. up to Rs. 50,000 in case. F.S./ F.S. Addl. F.S. ÖŠ

(c) All other cases.

10. New items of expen-

Dy. F.M. recurring up to Rs. 25,000. (a) Recurring up to AS/AO D.S. Rs. 5,000 Non-Recur-FS. Addil. b) Recurring up to Rs.10,000, Non-recurring up to Rs.25,000. ring up-to Rs.10,000. diture.

(a) Up to Rs. 20,000 AS/AO Š in each case.

(b) Up to Rs. 40,000 in each case.

Rest F.M.

(a) Recurring up to AS/AO Rs. 5,000. Non-recurring (b) Recurring up to DS/ Rs.20,000. Non-recur. Addl. ring Rs.50.000. FS. up to Rs.10,000.

ring Re.50.000.

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(c) All other cases. 11. Advances out of contingency fund. (a) Up to 10,000 (b) Over 10,000	DS/ Addl. F.S. B.O. B.O.	II .	Non-recurring up to 50,000/- Rest F.M. Dy. F.M. over Rs.10.000 and up to Rs.50,000.	up to F.M. (0.000 ((a) Up to Rs.50,000- (b) Over Rs. 50,000-	.000- B.O.	0. F.S.	Dy. F.M. Over 50,000 and up to 1 lakh

FINANCE DEPARTMENT Office Memorandum

It has been brought to the notice of Government that execution of schemes sanctioned by Government from time to time often necessitates minor alterations in the course of their implementation. Under the existing procedure, any deviation in a sanctioned scheme can only be made with the concurrence of the Finance Department. It has been felt in some quarters that the process of obtaining the concurrence of the Finance Department for every deviation from the approved scheme entails some delay with the result that the implementation of the full scheme is not completed in time. It has, therefore, been decided that the administrative departments should be given more discretion in the matter of utilisation of the funds sanctioned for a particular scheme so that unnecessary delays in making petty references to the Finance Department are obviated. The administrative departments are accordingly authorised to make minor deviations, in their discretion, in a sanctioned scheme provided that:—

- (i) the overall allotment for the scheme in the year in question as also, in case of Plan schemes, in the Plan period, is not exceeded:
- (ii) no increase is made in the recurring expenditure against a saving in non-recurring items of expenditure;
- (iii) if the deviation in the scheme involves creation of new posts, only those posts will be created which are within the competence of the administrative department or the Head of the Department in terms of the powers already delegated to them;
- (iv) expenditure on special items of contingencies such as require the sanction of Government will continue to be referred to Government;
- (v) the deviations do not have the effect of scaling down the physical targets set for the scheme; and
- (vi) the saving which may be available within the overall allotment for the scheme will not be utilised for any 'new item of expenditure' which requires prior legislative approval before the expenditure is incurred.
- 2. The Administrative departments are further authorised to sanction, without reference to the Finance Department, the continuance of the schemes which have been included direct in the budget

after due scrutiny both in the administrative department and the Finance Department. This authority will not, however, extend to those schemes which have been included in the State budget on the understanding that financial assistance from the Government of India will be available for the same.

Sd/- G. S. PUROHIT, I.A.S.,

Finance Secretary.

To all departments of the Secretariat for information and necessary action.

Copy also forwarded to the Accountant General, Rajasthan, Jaipur/Jodhpur, for information.



ORDER-IN-COUNCIL.

The Report of the Sub-Committee appointed by the Rajasthan Administration Enquiry Committee regarding the delegation of powers together with the recommendations of the Administration Enquiry Committee thereon submitted with the Planning Department Memo No. F. 26 (285) Plan-A/55. Pt. III, dated the 10th May, 1958 was considered. The recommendations of the Sub-Committee were approved subject to—

- (i) the recommendations of the Rajasthan Administration Enquiry Committee, and
- (ii) to the modification that at page 51 (of the report of the Sub-Committee), under the Head Forest Department in item No. 28 (i) Buildings-original works and special repairs—the extent of power to be delegated be raised to Rs. 30,000/- instead of Rs. 25,000/-.



Sd/- Surya Swaroop.